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ABSTRACT

These four issues of "ACCT Trustee Quarterly" contain articles on topics of current concern to community college trustees. Articles in the Winter 1986-87 issue focus on current economic challenges, personal liability, filling trustee vacancies on community college boards, cooperative ventures, foundation-building, a "quality first" program, the American community college system, and merit pay. The Spring 1987 issue examines the relationship between private industry and public education, community colleges and the economic development of the Rural South, two-year college alumni programs, secondary and postsecondary vocational programs, computer programmer training for the disabled, cultural pluralism, and the selection of the college president. Topics discussed in the Summer 1987 issue include improvement of minority student services, financial planning, the mission for community colleges in 1987, evaluating the chief executive officer, leadership, and a "study of learning excellence." Finally, the Fall 1987 issue covers the economic implications of the American Nursing Association's proposal on entry into practice, exemplary boardsmanship, a national survey on community college trustee characteristics, the mission of the community college, the use of financial forecasts, and the "cooling out function" and its relationship to recruiting and retention in community colleges. (UCM)

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Association of Community College Trustees

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TRUSTEE QUARTERLY

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ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

TRUSTEE QUARTERLY

Volume 11 Number 1 Winter 1986-87

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Meeting the Economic Challenges of Today

The Honorable Gerald L. Baliles
Governor of Virginia

Editors Note: This article is taken from a speech given at the Virginia State Board for Community Colleges Annual Meeting, Williamsburg, Virginia, November 7, 1986.

This year [1986] marks the 20th anniversary of Virginia's Community College System—and for the better part of this year we have been celebrating that fact.

Today, rather than praising the past, I prefer to look to the future—and give you my idea of the role of Virginia's Community College System in a world of ever-accelerating change.

You know, some forty years ago, economist Joseph Schumpeter observed that the American economic system is not and cannot be stationary. Nor, as our economy expands, does it do so in an even, steady manner. Rather, it is incessantly being revolutionized from within by new methods of production or new commercial opportunities.

As a result, existing structures and conditions of doing business are always in the process of change. In short, economic progress often is synonymous with turmoil. That was Schumpeter's view—and I believe it to be correct.

Of course, while Schumpeter focused primarily on the steady revolution from *within*, it's clear that today the turmoil of economic progress in Virginia and across America is also being fueled from *without*. Today, we confront growing foreign competition and an increasingly interdependent world economy.

Since the end of the Second World War, a profound and dramatic economic shift has been taking place. The value of international trade relative to gross national product has been rising for all industrialized democracies. But, there's a significant difference between the rate of trade development for this country as opposed, say, to European nations.

In Europe, the growing importance of trade has been, for the most part, a development that has taken place over a period of generations.

For the United States, the increasing significance of foreign trade has been far more abrupt and sudden.

For years the value of American exports, as expressed as a percentage of gross national product, remained steady and relatively constant. Then in the early 1970's, things began to change—so that by the early 1980's the relative percentage of our exports had more than doubled. In other words, in less than a decade, the importance of international trade as a component of the American economy grew by one hundred percent.

Further, continuing advances in communications and transportation ensure that the trend for the United States will be steadily toward a less self-dependent economy.

So what does this mean?

Well, when a relatively insular economy quickly opens itself to international trade, there are certain clear consequences. Ob-

viously, our economy must seek to fit in better with the needs of the world market. And that requires some sifting out. Some economic sectors will contract; others will expand. Accordingly, resources are shifted; workers are displaced.

There's no better example of this than the recent announcement that General Motors will close 11 plants in four states, eliminating 29,000 jobs in the process.

In sum, we are faced with severe structural economic adjustment. Each and every one of us will be affected by our national response to these vastly new conditions.

The situation is not without historical parallel. In the early 19th century, China and Japan were relatively self-contained, both economically and culturally. However, in the latter part of the 19th century, each nation's society was forcibly opened by Europeans and Americans. China and Japan reacted quite differently.

China resisted change. It was ambivalent over the adoption of new technologies and more inclined to preserving the status quo. Indeed, China's social upheaval was marked by a series of violent episodes and a civil war which lasted until 1949. China's economy was left in a shambles and its people in a deep state of poverty. Only during the last decade has China begun to turn its perspective outward to meet the world.

On the other hand, the story of Japan is quite different. In Japan, the arrival of Commodore Perry's flotilla was ultimately followed by what is called the "Meiji Restoration"—the period in which the Japanese accepted their loss of isolation and committed themselves to make the best of it. By the early 20th century, Japan had industrialized itself and increased its economic and political power to the point where it nearly achieved dominance over the entire Western Pacific.

So, the contrast between China and Japan is sharp and clearly defined. China reacted to the pressures of global change by denying them. Japan responded and adapted. One nation stagnated and suffered. The other moved forward and prospered.

These events took place long ago and in a very different world. Yet, the lesson for us is a valid one: International economic change does not recognize national borders. When it comes, it is not a matter of choosing *whether* we will adjust, but *when* and *how*.

Today, global trade has now reached the staggering annual level of $2 trillion and comprises 10 percent of all the world's production. How, then, will Virginia react?

Again, whether to react is not a matter of choice. Virginia's economy is directly influenced by international trade. We have seen thousands of Virginia jobs, particularly in manufacturing, lost to foreign competition.

On the other hand, some 115,000 people are now employed in port-related jobs in Virginia—and more than two-thirds of those jobs are located away from the Port of Hampton Roads. Combined, port-related employment produced more than $2 billion in salaries and wages in 1984—and generated more than $243 million in income taxes. Today, Washington/Dulles International Airport has increasingly become a primary entry point for overseas flights. Already Dulles is the fastest growing air center in the nation. Indeed, Virginia is becoming the Gateway to World Trade. And, as such, Virginia claims a very large stake in international trade.

That is why I believe we must react forthrightly and without timidity. Furthermore, we must move on several levels at once.

To be sure, we have already begun. As a result of the September special legislative session, billions of dollars will be invested in an integrated system of air, sea and land transport over the next twelve and a half

years. A strong economy must possess an efficient, effective system of transportation. Virginia will have one.

At the same time we've been improving transportation, we have moved to support and open the Virginia Center for World Trade. The Center's mission is to nurture the growth of foreign commerce by providing education, information and applied research to the international trading community throughout the Commonwealth.

Likewise, we are also working to secure new standards of international education, so that our children will grow up understanding the world and the cultures that inhabit it. We must heighten our sensitivities to other cultures—we must learn to trade in the language of the customer.

We are also examining the creation of foreign trade zones in certain areas of Virginia, along with new ways to develop an export assistance program.

Why are we doing these things? Because the best jobs, the largest markets, and the greatest rewards will go to those who can confront the world as it is—and meet the economic challenges of our time.

And how important is the Virginia Community College System to our efforts? It is crucial.

Over the last two decades our community colleges have emerged as a vital part of our state's academic structure and economic development program. The Virginia Community College System is an instrument for meeting the challenge of global change—it is an important tool we employ to adjust.

In an era of rapid economic and sociological change, one career—one set of acquired skills—is often no longer enough. It has been estimated that by 1990—three years from now—the process of technological change from within and foreign competition from without, will require the retraining of some twenty million Americans. Therefore, we must be able to teach our industrial and technical workers the methods that will keep them productive and competitive. Only retraining will provide the skills displaced workers of today need to become the employed technicians of tomorrow.

Earlier this year, when we put $3.9 million into the state budget for the Community College System, we did so for one overriding reason: to ensure access. No public educational system can fulfill its role if the public cannot afford to attend. With the support of the General Assembly, we not only stemmed the tide of ever-increasing tuition costs, we were able to lower these costs throughout the community college system.

As a result, the doors to our community colleges, which to some had been gradually closing, are now wide open. Enrollment has grown at 22 of our 23 campuses. In fact, full-time enrollment has increased for the first time since the 1981-82 academic year.

The community college mission, as you well know, is twofold: First, it is to provide an opportunity for the individual to learn, develop, and refine one's abilities. Second, it is to enable our citizens to meet the demands of a changing world and an uncertain future.

The Virginia Community College System is succeeding on both counts—and we must be sure that it continues to do so.

Ladies and gentlemen, to seek economic progress is to choose the turmoil of economic change. We can only avoid this challenge by sacrificing prosperity and jettisoning our dreams.

Frederick Jackson Turner wrote: "American democracy was born of no theorist's dream ...It came out of the American forest and it

gained strength each time it touched a new frontier."

The world has given us our frontier. And, in Virginia, we intend to use our community colleges to make the best of it.

The Personal Liability Question: With or Without Tort Reform, Do Trustees Remain Potentially Vulnerable?

Richard Lane Brown III, Trustee
Stanly Technical College
Albemarle, North Carolina

The unpredictability of tort losses by insurers and their insureds is held by business, insurers, and other groups, including community college trustees, to be a primary reason for the current cycle of difficulties with the price and supply of commercial liability and other forms of insurance that began in 1984. The unpredictability of tort losses, in turn, has been attributed to the alleged interjurisdictional inconsistency of tort law and its interpretation, and to a lack of sufficient tort liability standards and limitations.

Legislative Responses

During 1985, legislatures in more than 40 states passed new laws to control the liability crisis. These responses included limits on recoveries, abolition of punitive damages, taxing attorneys fees against frivolous litigants, reducing awards by third party payments, prohibiting coverage cancellations without greater notice, and so on. More states, including Colorado, Florida, Maryland, Kansas, Georgia, Tennessee and North Carolina, changed their State Laws this year in order to make insurance available and affordable by reducing an insured's risk. *Time* magazine recently ran a cover story on it and remarked, "...just about any kind of business, profession or government agency is likely to become the target of a suit." (Time/March 24, 1986). From cocktail parties to board rooms to the college campus, everyone is talking about it.

Even the Congressional tides in Washington are now running in both the Senate and House toward claims-settlement legislation aimed at abating the ballooning crisis in liability insurance coverage. Both individuals and institutions—from doctors and engineers to community college trustees—are finding the cost of malpractice and liability protection prohibitive, if it is available at all.

During the 99th Congress the Senate Committee on Commerce, Science and Transportation rolled several bills into a broad reform of the laws on awards of compensation to injured persons. Chairman John F. Danforth, R-MO, author of proposed provisions that encourage prompt and certain settlement, said: "We must find ways to improve on what amounts to a lottery system in the Courts today. You may hit the jackpot, but you are much more likely to fight for years and end up with less than a fair payment...Under this bill, settlement early on in the process guarantees full recovery of all out-of-pocket expenses plus, in the most serious cases, $100,000 for pain and suffering. There is never a limit on how much a person could recover in expenses, and there is no limit on punitive damages. I don't know a better way to encourage early settlements," Senator Danforth added, "but the suggestion box is still open."

During the 99th Congress a Tort Reform Task Force in the House grew rapidly in bipartisan membership. More than 200 bills dealing with tort reform, insurance reform, and liability protection were introduced in the 99th Congress. Rep. Don Ritter, R-PA, one of the Task Force organizers, stresses that jury awards have reached a scale that inhibits American ingenuity and invention. Another organizer, Rep. Dan Glickman,

D-KS, shares the view that the liability crisis is "one of the highest priorities facing the nation." Unfortunately, Congress was unable to act on this important issue before adjournment.

Personal Liability of Trustees

Against this background, how vulnerable personally are trustees of community colleges to law suits challenging their actions as governing board members?

The Courts have hesitated to hold trustees of a non-profit institution personally liable, primarily because they are often uncompensated public-spirited citizens. However, there is no question that trustees of institutions of higher education, including community colleges, face potential personal liability in law for acts committed while acting in their official capacity.

Many experts agree that trustees owe a duty to the educational institution comparable to that owed by corporate directors to the corporation. In the past, Courts have been reluctant to impose liability on college and university trustees for torts in which they did not personally participate and which they neither had nor should have had knowledge. However, recent cases signal that this trend may not continue and Courts will look closely at the duties and responsibilities of the trustees.

Areas of Risk Exposure

Important differences as to the extent of liability exist between trustees representing a State supported community college versus an independent institution of higher education. Due to a myriad of State statutes and regulations and the judicial Doctrine of Sovereign immunity, many public institutions are sheltered from a variety of claims. Across the country, however, legal experts note that the Doctrine of Sovereign Immunity is steadily eroding, with community college trustees most vulnerable to several types of claims.

First, under the various Torts Claims Acts, aggrieved plaintiffs can sue a public institution for limited amounts of damages in cases of negligence. The amount of available insurance coverage usually limits the maximum recovery under such laws.

Second, public institutions can be sued for breach of contract. Most suits of this type involve matters of employment or student entitlements, although the Courts have yet to define precisely the terms of the "contract" between students and an institution upon a student's enrollment.

Third, Title VII of the Federal Civil Rights Act, together with the well known Section 1983, present aggrieved plaintiffs an avenue of legal redress against a public institution for any employment practice which discriminates against an individual on the basis of race, color, religion, sex, national origin, or age. Sexual harrassment in the job work place is now another area of liability exposure, the Supreme Court having addressed this issue last term.

Fourth, one additional area of the law all trustees and college administrators should beware of is liability under the Internal Revenue Code. There are difficult problems in determining which employees and what student aid is tax exempt. A college official who willfully fails to collect this withholding from employees and students is assessed (under I.R.C. §6672) a mandatory penalty for such failure in the amount of 100 percent of the entire amount willfully not withheld.

Fifth and finally, we should note that a vast majority of the law suits against state universities and community colleges concern faculty tenure and student expulsion cases. Although the suits may name trustees and other administrators as agents of the institution, I cannot recall a community college trustee successfully being held personally liable. I am not saying that it couldn't happen. Maybe it has in your own State.

Risk Management

I wish to outline two basic duties of community college trustees: The *DUTY OF CARE* and *The DUTY OF LOYALTY*.

First, trustees must exercise a *DUTY OF CARE* toward their institution. Included under this responsibility are diligence in attending meetings and reviewing materials, decision making based on reliable information and proper procedures, and leadership by competent and reliable officers and administrators.

Second, trustees have a *DUTY OF LOYALTY* to their institution. This responsibility requires a trustee to avoid either the appearance of or an actual conflict of interest. No trustee can be loyal and at the same time attempt to serve two masters.

What then can trustees do to protect themselves from personal liability claims? I suggest preventive planning, such as implementing risk management programs, obtaining adequate insurance coverage, and adopting indemnification policies.

Further, I recommend the timely consultation of legal counsel on matters of any legal consequence (e.g. contracts, dismissals, reduction-in-force, closure of an institution, etc.). Perhaps the best protection is a good history of institutional management and good trustee behavior. Unless a trustee personally acts in bad faith, I do not anticipate any judgments holding community college trustees directly responsible for damages. **Remember: Nothing replaces good trusteeship conducted in the best interests of the institution.**

Conclusion

As fellow trustees who desire to fulfill your fiduciary obligations, consider the following:

1. Do you attend Board Meetings regularly?

2. Do you review materials to provide an adequate basis for decision?

3. Do you monitor the performance of officers and administrators you have hired?

4. Do you identify and avoid potential conflicts of interest?

5. Do you review your institution's compliance *with* IRS and EEOC regulations? *With* U.S. Justice Department Civil Rights Guidelines? *With* recent Court decisions and other judicial trend setting precedents? *With* State Board policies and procedures?

6. Do you know which risks are *covered* and which risks are *excluded* from coverage under your institution's liability and malpractice policies?

If you can answer "YES" to all the above, then you will have taken a big step toward limiting your potential personal liability as a community college trustee. Your institution will not have to hide behind "Tort Reform" to limit its exposure and risk; rather, such good faith actions will go far in assuring the availability of liability insurance coverage at affordable rates.

The Art of Filling Trustee Vacancies on Community College Boards

Michael W. Burley, Board Chair
Richard W. McDowell, President
Schoolcraft College
Livonia, Michigan

What criteria should be used when selecting new trustees for community college boards? The trustees at Schoolcraft College had an opportunity to ask themselves that question recently when two members resigned from the board because they moved from the college district.

In Michigan, community college trustees are elected for six-year terms by the voters of the college district. When trustees leave the board before their terms expire, the remaining board members appoint trustees to serve until the next election. If the appointees want to continue serving on the board, they must seek election by the voters.

When the vacancies occurred, the board advertised for applicants to fill these positions and was pleased when twenty-nine people responded. Of the candidates who applied, eleven were female, eighteen were male. Candidates represented five of the six communities that the college serves. The candidates held positions in labor, government, law enforcement, sales, social work, management, accounting, law, engineering, and homemaking. One candidate withdrew before the selection process began.

In hiring college employees, degrees and specific experiences are carefully evaluated. However, if these criteria are not necessarily applicable to trustees, what criteria should be used? The decision was made to grant each of the twenty-eight applicants a fifteen minute public interview and let *them* indicate their qualifications and reasons for seeking a position on the board. The time allotted may not have seemed sufficient for the candidate to present enough information or to establish a relationship with the trustees. However, one candidate, who had participated in boxing as a youth, indicated that he didn't think a three-minute round was very long either until he had to box for three minutes. He found the fifteen minute interview adequate. The trustees also found the time allotted to be sufficient to evaluate the candidates' abilities to communicate information and react to questions posed to them.

To begin the interviews, the candidates were asked to present background information about themselves and their motivation for seeking the position. The trustees asked questions to determine knowledge about the college, the communities that comprise the college district, financing community colleges, budgets, and the appropriateness of charging students tuition. In addition, the candidates were asked to state their views on equality issues, the ideal balance between offering liberal arts and technical programs, as well as their suggestions on future goals for the college. Candidates were also asked if they would seek election if they were appointed.

Although the interviewing questions seemed to be general in nature, they provided the candidates an opportunity to share information, thoughts, feelings, opinions, personal philosophies, and experiences about themselves. Often, follow-up questions were asked about some aspect of the candidate's presentation to provide more in-depth knowledge about the person. The trustees were trying to gain positive impressions about the

candidates rather than keep score on correct answers. It was indicated that they were looking for strong candidates who would bring leadership skills to the board table, candidates who would become knowledgeable about the college, and who would make objective decisions to move the college forward.

After the interviews, the decision was made to select the top five candidates and provide them an opportunity for each to have a more in-depth interview. Each of the five trustees, using paper ballots, voted for five candidates. Four candidates obtained at least three votes and were declared finalists. The trustees then voted for two candidates, which resulted in two candidates receiving three votes each. Each trustee voted for one of those candidates and the one receiving three votes was declared the fifth finalist.

The five final candidates were employed in management, business, law, government and health education. They represented three of the smaller communities which the college serves.

During the follow-up interviews, the candidates were asked to make an opening statement about their qualifications and interest to become board members. They were all asked to respond to questions about situations that had confronted the trustees before, including the following:

1. What do you see to be the role of trustees and the role of the administration in managing the college?

2. How many hours a week would you be available to carry out your trustee responsibilities?

3. What should be the emphasis on liberal arts programs at our college?

4. Should the college consider additional satellite campuses or centers?

5. Are you aware of any conflicts of interest in your becoming a trustee at this college?

6. Are you knowledgeable about cooperative collective bargaining?

7. If you were a board member and the college had limited financial resources, which would you be more likely to support?
   a. New program development or increased marketing for current programs?
   b. Renovate space currently used for physical education and fitness programs for expansion of computer programs and laboratories or seek other solutions for computer space?
   c. Increase the development of college transfer or career training programs?

8. Do you favor election of trustees by community or at large within the college district? If elected by community, what obligation would you have to represent all communities?

9. If appointed, how would you conduct a campaign to get elected?

10. What is the most serious issue confronting community colleges today?

11. What should the college do with its surplus land?

12. What is your vision for the future of the college?

13. What is your strongest attribute?

14. What strengths would you bring to the board?

15. What are other desirable qualities for board members?

16. What are your personal interests and hobbies?

The board meeting was held on the evening following the interviews. All five final candi-

dates attended that meeting. The trustees expressed their appreciation to all candidates who had applied, and then each trustee voted for two candidates. Two candidates received the three or more votes required for appointment. They were administered the oath of office by the Congressman for the district and were seated as full-status trustees.

The two trustees selected represent two different communities, one of which was not represented on the board. One new board member is an attorney and the other is the president of a large retail business. Each brings expertise and perspectives somewhat different than those of the other board members.

The process used in the selection of trustees was successful because it helped the board evaluate the qualifications of a large number of candidates and select the two who added strength to the board and made a good board better!

Cooperative Ventures— One Route to Resources

Vincent S. Darnowski, President
Housatonic Community College
Bridgeport, Connecticut

For practical, public relations, and political reasons, seeking partnerships with businesses, secondary schools and other organizations concerned with the educational future of the nation is a strong present goal of virtually every community and technical college. These cooperative ventures can prove expensive and finding the resources to reach mutually acceptable goals appears to be a common problem. A survey reported in the second monograph of AACJC's *Keeping America Working* series, "In Search of Community College Partnerships," makes this clear.[1]

If opportunities encountered as Housatonic Community College sought to plan for developing cooperative ventures can be used as a model, obtaining some of the needed resources may not be as difficult as it often appears. Much of the literature points to partnerships in which a college attempts to provide courses and programs tailored to the needs of business and its employees. Other models point to obtaining funds from corporations to underwrite college based programs.

Another approach, the one which has been successful for Housatonic, is working with business in a way that allows the company to further develop its own interest in providing expanded community service activities. Rather than being the do-er of community services activities, a community college may become the focus of a business community service thrust. This tack to finding resources is undoubtedly not earth-shattering or unique but it can give impetus to calls for change when the responses include "it's not in the budget."

The opportunity for Housatonic Community College to become a target for community service activities came as the result of the need for planning for renewal. During the 1983-84 and 1984-85 academic years, the college entered into a process of strategic planning to determine clearly "what was" and "what can be" in relation to demographics, competition, programs and resources.

New to college staff, the process of strategic planning needed explanation, implementation, and development. In this instance, there was the opportunity to build some money into the budget cycle so that appropriate consultants could be called upon for initial staff training and orientation.

However, continuing the process through to completion and implementation was another story. There was a need for immediately available expertise in strategic planning. Someone or some group was required to guide the development of the process, to provide feed-back on the gathering and organization of data, to structure and analyze a variety of opinion studies, to prepare final reports, and to evaluate results. Consulting firms willing and eager to provide the needed help quoted prices ranging from $25,000 on up for the entire job.

It was clear that the strategic planning process could work best if it could be moved along quickly. The opportunities for action were present. Using outside consultants was too expensive. Even if funds from new college planning personnel might become available, funding obtained from normal

sources in the usual budget cycle would have taken too long to keep up momentum.

The needed help came through a contact with the Elfun Society of the General Electric Company and stemmed from the community service concerns of that corporation. The Elfun Society was originally founded by a company absorbed into G.E. at the turn of the century. The purpose of the group initially was to bring management professionals together to develop enthusiasm, loyalty and team spirit. That fundamental direction was continued in G.E. until 1982 when the company's Chairman of the Board and Chief Executive Officer, John F. Welch, Jr., endorsed a new commitment for the organization to voluntarism, community service and communications.[2]

Housatonic Community College is located in Bridgeport, Connecticut. Also in the city is a large G.E. facility now in transition from manufacturing to a home for "in-company" business venture activities and office space. Just west of Bridgeport is Fairfield, home to G.E.'s Corporate Headquarters. The original contact with the Elfun Society, made in the late winter of 1983 through the spouse of a college staff member, brought to the college the people resources of the Fairfield County Elfun Chapter. That group has 600 currently employed members and 300 retirees who keep up with, and often lead, organizational activities.

In a sense, the Fairfield County Chapter of Elfun adopted HCC. Regular contact between college staff, a G.E. retiree, Walter Schlenker, (who has retired in name only) designated as the contact person, and the local G.E. Community Relations Director, August (Gus) Serra, the President of the Fairfield County Elfun Chapter, led to possible projects and the planning that has in turn culminated in implementation.

As an example of the value of the contact with Elfun, some of what went on in strategic planning might be examined. A number of advisory committees which had membership from the general community, alumni, staff and the business/industry segment, were established. These several groups responded to a series of white papers in which the past and present of the college were examined. From the committee members came a review of the community attitudes toward the college, recommendations as to future directions for program development and suggestions as to what the college could do for the community.

To help develop the process and guide its continued progress, the Elfun Chapter was able to introduce to the college some G.E. corporate planning staffers. This contact developed into considerable consultation time. Although Peggy Yocher, the key to G.E. help with the college project, moved rapidly in the company during the terms of the project, she provided large amounts of time and considerable depth of knowledge. Her help involved giving a critique of the planning process, providing guidance on the nature of the materials provided to the advisory groups and interpreting data and opinions gathered from the committee members. There was possible a constant process of feed-back and guidance with consultation readily available at the other end of a telephone connection.

During the planning process, it was determined that information on the view of the college held by the general community, interest in specific programs as well as analysis of the effectiveness of advertising would be helpful. Once again, the Elfun people were able to lead the college to a well qualified polling firm which was able to do the necessary telephone surveying. Development of the survey instruments, the structuring of the process and interpretation of results were all readily provided by Elfun advisors. The results of this process, incidentally, have led to a much stronger strategic plan than might have otherwise been expected.

Also, as the strategic planning process continued, the need for market research and direction became clearer than ever. To have a market plan developed would have cost at least $5,000, funds not readily available. Had the normal budgeting processes been followed, funds might have been available a year or so later, slowing up and weakening the process.

The solution again was the use of the community service interest of area companies, including an Elfun member at G.E. In this case, the director of a marketing group at G.E. headquarters was joined by the Vice Presidents for Marketing of the two largest banks in the Bridgeport area and a marketing specialist for the United Illuminating Company, an area utility. This group advised on the design of advertising, the type of materials to be developed and, again through the Elfun Society, did aid in the production and design of some materials.

It is difficult to measure the total and true value of the involvement of the Elfun Society and other community based firms in the activities of Housatonic Community College during the past two years. From a dollars and cents point of view, the consultative work in the strategic planning process would have cost at least $25,000 if the college had had to go to one of the many firms available. Further, the contract with a regular consultant would have expired with the project or with time. The contacts with the G.E.'s Elfun members are still in place and can be activated again at almost any time.

The additional help given in the marketing and advertising stages of work would add much to the dollar value of the involvement. In fact, the Elfun Society donated $500 to aid in the strategic planning process while G.E. donated $5,000 at various stages of other college projects during the past two years.

Probably as important, if not more so, is the development of an expanding cadre of influential people who now know more about the college and the work it does than ever before. There are many more people, in G.E. and other companies, who are better acquainted, for example with the college's magnificent art collection. That collection was the focus of a large effort by community based companies for the college in April 1986 and spearheaded by representatives of the Helmsley-Spear real estate company, a group of area business people, chaired by a bank vice-president and including a newspaper publisher, architect, and other prominent persons, who sponsored a fund raising event. Called "The Hidden Treasures of Housatonic," the event started with a champagne reception and included a two-day open-house exhibition of a portion of the collection. Several hundred people participated, saw an outstanding collection of fine art, and learned much about the college because business people were interested in providing a community service.

The "payoff" in community relations may not be measureable but it is tangible. As a result of the activities, not all of which are chronicled, there will be many more people who will be approachable. The college will be able to speak to them on a basis of something other than a "cold call" when fund raising efforts are underway. In an area where four private higher education institutions, three hospitals, several museums, and a very strong United Way compete for fiscal help, being in a position to benefit from community service interest can truly pay off.

Other spin-offs from the contacts, in fact, continue. The college has obtained a grant to study the need for technician training programs in the Greater Bridgeport area. The company doing this new market survey is again the one which aided in the strategic planning process. The funding for the grant did not meet the original budget and G.E. did provide the additional $2,500 needed.

Housatonic expects to use the results of the technician needs survey to provide the basis

for a 2 + 2 program. The Elfun Society and other corporate groups have adopted various Bridgeport high schools in a city-wide "Adopt-a-School" program. The attempts to implement the 2 + 2 program will probably be made easier in conjunction with Elfun or some other community service minded group.

Not every college has a G.E. corporate headquarters nearby or a formal Elfun Society in place. However, it doesn't take much work to unearth the community service interest of the business/industry sector in any section of the country. In many communities, for example, businesses strongly take the lead in the United Way through cash donations, loaned executives, and other involvement demonstrating their interest in community service. Companies involved in such efforts may well be interested in expanding community service activities with community college based projects.

[1] *In Search of Community College Partnerships*, Philip R. Day, Jr., American Association of Community and Junior Colleges, Washington, D.C., 1985, p. 22.

[2] "Elfuns in the Community," *Under the Elm*, Vol. 39, No. 2, January, 1984.

Building A Foundation: Some Things I Learned Along the Way

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The Southeastern Community College Foundation is a very young foundation. Barely out of its infancy and certainly not yet in early adolescence. Its assets have grown from $5,600 in 1982 to $45,000 in 1985 and its potential is for much greater growth in the future. I have been involved in the Foundation from the beginning and it has proven to be a learning experience for me and for the others involved. There are a number of things I would do differently if I started over. The purpose of this article is to share some of my observations in the hope that they will be of some assistance to those readers who might be considering establishing a foundation for their institution.

Southeastern is a community college of approximately 2000 FTE students which serves the southeastern corner of the state of Iowa. It is one of 15 community colleges located in the state and has the smallest geographic service area of the fifteen. It, however, ranks 12th in FTE. The area's economy is heavily dependent on agriculture and construction industry equipment manufacturing. Those industries have been in a depressed state for at least the last five years and at this point in time show few signs of recovery.

Starting a foundation in a depressed economy is a difficult task. There is no question that the hard times have slowed the Foundation's growth. But there also is little question that a foundation that can grow in a depressed economy will continue to grow when the economic climate improves.

The SCC Foundation came about more as a process of evolution than commitment to a new direction. Previous efforts to organize alumni organizations had failed. Some potential donors to the College complained that it was difficult to claim tax exemption for their donations since the College lacked the structure of a tax exempt foundation. One member of the College's five member Board of Trustees was very interested in establishing a foundation.

The possibility of establishing a foundation for the College had been discussed by the Administrative Cabinet on several occasions over a number of years, but in the Fall of 1981 the idea received more interest than in the past.

The development function was not organized within the College's administrative structure at the time. As the most interested of the Cabinet level administrators, I was asked by the superintendent/president to investigate the possibility of establishing a foundation. I began by contacting the other 14 community colleges in the state and surveying (informally by phone) to determine if they had established a foundation, asking about the activities of the foundation, and generally soliciting any advice they might be willing to share.

I also began to research the topic through periodicals and other publications about fund raising. Although it was not one of the publications I consulted before the foundation was established, I have found *The Community College Foundation*, edited by W. Harvey Sharron, and published by the National Council for Resource Development in 1982, to be an excellent reference.

Armed with just enough knowledge to be dangerous, I and the rest of the organization plunged ahead. Several hours of discussion resulted in a proposal establishing boundaries and describing the organizational structure for a Southeastern Community College Foundation. This proposal, once approved by the Administrative Cabinet, was accepted by the Board of Trustees in January, 1982.

At this point, however, a rather large snag was encountered. Each of the Board Members were asked to nominate two area citizens to serve as the founding Board for the SCC Foundation. This ensured that there would be good representation from throughout the College service area. A letter was sent scheduling the first meeting of the Foundation Board of Directors. This was to be a joint meeting with the College Board of Trustees. It was well planned and the College Board of Trustees had done an excellent job of recruiting influential people from their districts to serve on the Foundation Board. The meeting, however, had to be postponed when it was discovered that Iowa's community colleges had no legislative authority to establish charitable foundations.

This very important point was overlooked because 11 of the 15 community colleges in the state already had functioning foundations (some more than one). The lack of legislative authority surfaced when the State Auditor's Office asked for an Attorney General's Opinion regarding the issue. Enabling legislation was immediately sought. It was fortunate that the legislature was in session at that time. Legislation was eventually passed and the formation of community college foundations was legitimized.

The delay, while annoying, did not do serious damage to our efforts, due, I believe, to the fact that we kept the potential foundation board members informed of the cause of the delay and the status of the pending legislation.

By June, 1982, the way was cleared and the Board meeting was held. This meeting, which was largely ceremonial in nature, served to introduce the new Foundation Board Members to each other and to the College Board and administration. In succeeding months, several more Foundation Board meetings were held and it was at these meetings that the Foundation began to take shape.

It was also at these meetings that it became apparent that although the new Foundation Board Members were influential people in their communities; they did not really know each other well, if at all. They were all well disposed toward the College, but most had had little direct contact with it in recent years. Many were unaware of the services and programs which the college offered to the service area.

These problems were remedied to some extent by reserving a portion of each meeting for a social time and by devoting a part of each meeting to inservice presentations on various aspects of the College operation. In retrospect, I believe that these measures have provided dividends. There has been very little attrition of Board Members during the first years of operation. Nine of the original 10 Members are still participating.

The level of activity of Board Members also varied greatly. Some proved to be active and effective fund raisers. Others, while willing, were ineffective. Some were very active, others tended to be more passive; intending to lend their support to the Foundation in more indirect ways. This at times created some low level friction among the Board Members, but over a space of time these problems have tended to resolve themselves by a combination of processes. First, some more passive Board Members have become more active. Second, in geographic areas where we lacked the activity desired, additional Board Members have been added.

The guidelines developed by the administration and approved by the College Board of

Trustees have served as a blueprint for the operation and development of the Foundation. And, like a builder using a blueprint, the Foundation Board of Directors have had considerable latitude in choosing where to start, how fast to go, and what to do next.

There were several legal hurdles to be cleared early on. The Foundation first needed to be incorporated as a tax exempt corporation in the State of Iowa. This procedure varies with individual states but seems to be reasonably universal as a requirement. It was also the advice of legal counsel that this needed to be a first step since Federal Internal Revenue Service recognition, while not contingent upon state recognition, usually followed. Articles of Incorporation were drawn up, reviewed by legal counsel, and submitted to the Iowa Secretary of State's office. This proved to be a relatively easy process and was accomplished in a matter of a few weeks.

IRS requirements under Chapter 501.C.3 proved to be quite another matter. The initial application was processed about two months after submission, but brought a list of "interrogations" by return mail. These questions were answered and elicited yet another set of "interrogations" approximately two months later. Finally, a telephone call from the Foundation's attorney to the IRS case officer produced an interim ruling of eligibility and another set of "interrogations." The final result of this process was the ruling sought at the beginning, but there was a great deal of frustration involved.

At the same time the Foundation was attempting to legitimize itself as a tax exempt foundation, plans were begun for its first fund raising campaign. The Foundation Board Members and the College's faculty proved to be essential to this phase of the Foundation's development. The faculty and staff demonstrated their support for the Foundation by providing initial operating capital through a payroll deduction plan. This support allowed the Foundation Board to make plans for an initial distribution of Foundation funds. It also served to spur contributions from other donors in that outside donors were impressed to learn the extent of faculty and staff support.

In the first year, the Board made the decision to work only in the area of scholarships for students. This was done for three reasons. First, it was the feeling of the Board that scholarship aid was the most valuable type of aid that could be provided since it not only contributed monetarily to the College but also brought students who might otherwise have gone elsewhere. Second, a number of smaller scholarships could be awarded with the Foundation's limited resources. This, it was believed, would give the students receiving the awards an incentive to attend even though the amount actually received was rather small. Third, the larger number of scholarships increased the visibility of the Foundation and insured a good geographic distribution of the Foundation's support.

Seventeen scholarships were provided by the Foundation in the first year. Each was presented publicly and news releases were sent to local radio stations and newspapers to increase the public impact of the awards. This program was very effective in introducing the Foundation as a positive force in the support of the college. At the same time it produced several invitations from civic groups interested in working with the Foundation on scholarship projects. Other attempts to get out the word were also successful and the cooperation of local news media added to the Foundation's success.

These rather modest efforts during the Foundation's first year of operation have provided a solid base from which to build. Both the Foundation's fund raising activities and financial support to the College have expanded significantly since the first year of operation. The challenge now is to sustain the enthusiasm and redefine and enrich the goals for the future.

Quality First at the Fox Valley Technical Institute

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During the past year and a half, a number of us at Fox Valley Technical Institute, Appleton, Wisconsin, have been engaged in the development of a plan that has great promise for the future of our organization as well as the future of many of the business and industrial concerns in the Fox Valley region.

Most of you are well aware that attempts to improve the quality of products and services is perhaps the leading initiative of the business and industrial community in our country today. This comes as one of the attempts to regain our competitive edge over foreign competition and to generally improve productivity and the vitality of our economy.

Fox Valley Technical Institute's Quality First process is an attempt by FVTI to take a leadership position in this important work.

The Quality First effort at FVTI consists of two major thrusts:

- first, a Quality First process for FVTI students and employees, and
- second, an instructional program in quality concepts for the business community.

To highlight the second of these two initiatives, we are in the process of establishing a quality improvement training school which will be called the FVTI Quality and Productivity Improvement Center.

This training school will be integrated with the supervisory training program. It will be a significant organized effort to assist local businesses and organizations to improve the productivity of their operations and the quality of their products and services. While there are a number of schools around the country operated by Philip Crosby that offer this kind of training, FVTI feels obligated to bring these training opportunities to the Fox Valley area in order to accommodate the needs of many smaller businesses that could not afford to participate at these distant locations.

The FVTI Quality and Productivity Improvement Center will be located in the D.J. Bordini Technological Innovation Center. This is the anchor facility in FVTI's TRI-Park (Technical, Research, Innovation Park) development.

As we begin to examine our current activities, it would be well to look at the research that took place early in the establishment of the Quality First effort.

The current wave of interest in quality improvement is actually based on the work of a number of quality theorists—the first of which is W. Edwards Deming. Dr. Deming's classic work, *Quality, Productivity and Competitive Position*, written after the second world war, is credited with establishing the initiatives which have led the Japanese economy to its' place in world prominence today. Paradoxically, at the time when Deming's work was largely ignored in this country, the Japanese were hungry for its wisdom and used it to great advantage during the following decades. Dr. Deming is considered to be the father of modern Japanese industry.

A theorist that has come into prominence more recently is Philip Crosby, author of *Quality is Free* and *Quality Without Tears*. During recent years, Mr. Crosby has established the Crosby Quality College in Winter Park, Florida and eventually spread out to several other locations in this country as well as in foreign countries. Crosby's plan for improving quality serves as the framework for FVTI's plan.

Several other works were important in the research that was conducted in establishing the Quality Improvement process at FVTI:

- *Quality Planning and Analysis* by Joseph Juran
- *In Search of Excellence* and *A Passion for Excellence* by Tom Peters
- *Reinventing the Corporation* by John Naisbitt and Patricia Aburdene
- *Service America—Doing Business in the New Economy* by Karl Albrecht and Ron Zemke

In summary on research we should say that, while the FVTI plan follows closely the Crosby model, a great deal of additional research was undertaken to ensure that all of the ideas relevant on this topic were considered.

We should mention that early on in the process we identified a number of objectives that we were targeting as justification for the implementation of this process. These are,

1. to improve program quality,
2. to guarantee student satisfaction with all educational programs,
3. to improve employee morale,
4. to increase productivity at all levels,
5. to improve school image,
6. to enhance marketing efforts.

There are some other benefits, perhaps less tangible, that will be mentioned later as well.

Let's consider what Quality First means at Fox Valley Technical Institute. Our commitment began with the recognition that Quality First efforts must include

- management and all aspects of operations,
- services to students,
- instruction.

An overriding consideration is the acceptance that our customer is number one under all circumstances.

When we analyze the customers that we serve, we find that customers consist of two groups—

- the external customers including all students, the business community, and taxpayers,
- and, very importantly, our internal customers, including all co-workers providing services to one another as we conduct the business of the organization.

In this process, there is an emphasis on recognizing that quality is everyone's responsibility. The enthusiastic participation of most individuals in the organization is necessary to carry out the plan successfully. Because of this, a great deal of emphasis must be placed on team building—building a spirit of enthusiasm and cooperation.

Another important concern is a recognition that management must change its ways. This involves not only the application of new technology but certainly, and perhaps more importantly, the application of better principles and techniques for providing leadership for the people we lead.

A key part of the FVTI plan is the emphasis on prevention, rather than correction.

And finally, there is an acceptance that employees should be a part of decision making at all levels. Management cannot and should not do it alone.

As mentioned before, the FVTI plan is based on the Crosby model. It starts with a

management attitude that encourages everyone in an organization to do the job right the first time. And I'd like to qualify that by saying that we strive to do the right job right the first time.

Let's consider for a moment a concept that is somewhat elusive; what is quality, anyway?

A good working definition is offered as we examine Crosby's four absolutes of quality management. He indicates that quality is not some vague notion of goodness but rather strict conformance to agreed upon standards. This definition implies a close and precise communication between customer and service provider about the requirements to satisfy the needs of the specific situation.

The second absolute of quality management is that the system focuses on prevention not on appraisal or inspection. For example, while it may be impressive to have an inspection system good enough to find three faulty parts in a lot of 1,000, the focus should be on preventing those faulty parts from being produced in the first place.

The third absolute of quality management is that the performance standard is not "close enough," but is zero defects in relationship to the performance standard articulated.

Lastly, the fourth absolute of quality management is the actual price of nonconformance, not a vague set of indices.

Bringing these concepts back to the community college setting, one of our quality standards is to target zero defects in all service departments. This means a recognition that every member of the service provider team must be dedicated to quality improvement based on the needs and requirements of the customers served.

In the community college setting, this team includes members of the

- board of trustees
- management team
- faculty
- support staff.

With that in mind, let's take a look at the quality process that is being implemented at FVTI, and let's look at it in a step by step sequence. It should be noted that there are 14 steps in the process. However, it is not essential that the steps occur in order. Some steps occur simultaneously. For each of the 14 steps, staff committees have been set up to provide input in determining action and to assist in the implementation throughout the District.

Step one is to achieve a commitment to excellence, and at FVTI this means

- a District Board policy that articulates commitment,
- executive training for the top executives of the district,
- establishment of a quality budget to support the effort,
- appointment of a quality coordinator to provide leadership for the process.

Looking at the progress to date,

- our top executives and a board member have received training at the Crosby Quality College,
- a quality coordinator has been appointed as a half-time position and has been fulfiling that role for over a year now,
- a budget has been approved,
- a quality policy has been developed.

The role of the Quality Coordinator is to serve as facilitator and provide leadership for the Quality Improvement Team. The Quality First Coordinator also serves as the Quality First instructor for the management staff.

The Quality First process policy states the following:

> It is the policy of Fox Valley Technical Institute to provide quality instruction and service consistent with the highest educational standards. We endeavor to provide precise, prompt, and courteous service and instruction to our students, to one another, and to the employers who hire our graduates and use our services.

Step two involves the establishment of a Quality Improvement Team. This team serves as the steering group. The members establish the FVTI plan and implement the quality improvement process.

Progress to date indicates that the QIT has been formed and has been meeting weekly since January, 1986. Its membership includes the president, the administrative cabinet, and the quality coordinator.

Step three of implementing the Quality First process involves the identification of measures of quality. Under this step, FVTI service employees will write zero defects standards for their respective work areas.

The FVTI faculty will write instructional standards—standards which identify the criteria for instruction that truly conforms to the requirements of the customer.

Step four in the process is the cost of quality evaluation. In service departments, this includes the cost of waste, mistakes, and rework, and the costs which result when students fail to meet their educational objectives. Initial costs have been tabulated to impress upon employees the costs associated with non-conformancy to quality standards. In addition, the costs for efforts to improve quality have been projected.

In instructional departments, this means that we must get a handle on calculating the cost of non-completers, of job placement, and of customer satisfaction.

In the fifth step, a game plan is developed to build awareness on the part of all employees of what is at stake, what are the rewards, and what are the potential losses of not implementing a plan of this type. Each employee has a critical role to play, and awareness is a key prerequisite to each person's contribution.

Step six gets down to the nuts and bolts of the plan. Errors are identified and analyzed. Action is taken to correct them—to bridge the gap between present performance and customer requirements. Corrective action teams are organized in individual service areas. Co-workers assist one another in seeking solutions to quality problems. According to Bob Waterman of First Chicago, "People who do the job know the job best." He says "the process is simple, you put the employees in the driver's seat, educate them, allow them to do the job, cheer them on, and reward them." The quality first process relies on the employee's involvement in corrective action since they are closest to the action. They have the answers to the questions.

Besides the corrective action teams in the various departments, district wide corrective action committees have been set up to deal with major problems that cross department lines.

In step seven we see a real shift in the philosophy of the organization from one in which errors are found and corrected to one in which systems and procedures are put in place to prevent errors before they occur. This is the "error reduction plan," and it's designed in each area by the people who have the know-how to make it work.

And while we're talking about know-how, the training plan for staff at all levels is a critical part and step eight of the plan. All employees participate in the training.

The purpose of training is to create a common ground of understanding—a common language—and a clear definition of roles.

The training plan at the Fox Valley Technical Institute is organized into five levels, beginning with the Crosby Quality College training for top executives. Having participated in this training, the President and Board representative were ready to lend support and clout to the effort.

The next round of participants journeyed to the Quality College to receive the Crosby management-level training. This group of managers will play key roles during the implementation of the Quality First process.

The next level of training—the Quality Education System, or QES—will provide on-site orientation to all managers, supervisory/management instructors and staff union representatives. This is a twenty hour sequence.

The fourth level of training is called Quality Awareness Experience, and is an eight hour awareness building program for board members, technical staff, educational support personnel, faculty, customers, suppliers and all new employees coming on board.

And finally, the Quality Instructor Education program is a special training program for instructors in order that they can learn Quality First competencies for use in the teaching/learning process. This is a very intensive training program which will involve multi-media interactive instruction and group interaction. All full-time and part-time faculty will participate in this training series which is being designed by FVTI instructors. It will encompass the full range of instruction-related topics which focus on quality of educational services. The focus will include curriculum design, diagnosis and learning prescription, teaching and evaluation. Training of the instructors is slated to begin in the summer of 1987.

The thrust will be to provide quality services through improved integrated relationships among students, co-workers, and the community. These strengthened relationships will also lead to improved marketing techniques, higher retention of students, and increased placement of students.

Step nine in the implementation process represents a key milestone. The employee commitment event represents a visible, public symbol of the commitment of the organization and all its employees to make the plan work. Its benefit is perhaps more psychological than concrete. With some fanfare and considerable hoopla, the event marks the official turning point in how the organization conducts its business. Current plans are to link this "Pride and Prevention" event to the twentieth anniversary of FVTI's operation as a district.

The next step in the process involves looking ahead and setting long-range goals for improvement. For the Fox Valley Technical Institute this means

- employees involved with management in decision making,
- instruction which is accessible and flexible,
- first class, red-carpet treatment for students and visitors,
- zero errors in service departments,
- 100 percent placement of graduates,
- elimination of dropouts,
- money-back guarantee in retraining courses.

These preliminary long-range goals will be refined as the process of quality first is embraced across the District.

Step eleven focuses on the systematic removal of the causes of errors. Errors are no longer the problem, they are merely symptoms. The focus is not to eliminate the error, but to eliminate the circumstances—whether man, machine or material—that caused the error to occur. This is done by the people closest to the action, working in the corrective action teams.

Focusing on the initial successes sure to result from early efforts, step twelve seeks

to provide rewards for quality performance. This can take the form of public recognition, as well as the sharing of material gains or cost savings that result from improved quality performance. Success builds success, and recognition spurs initiative. The results accelerate under the watchful guidance of the quality councils operating throughout the organization.

Quality First is a never-ending process; not a program with a finite time span. The initial implementation cycle ends with an evaluation of early successes and experiences, with an eye toward fine-tuning the process.

And that is the Quality First Process at the Fox Valley Technical Institute. As we reflect again on the reasons for such an effort, we note that

- if we are to posture ourselves as a nation for competitive world economy, we cannot ignore the potential;

- if we are to bring the possibilities of a quality improvement process to the businesses of our region, we must exercise our leadership position in making Quality First happen;

- if we are going to be leaders for the business communities we serve, we must demonstrate the potential of these principles ourselves by applying Quality First in our own operations.

The challenge is clear; the opportunity for leadership great.

What's in it for us? As mentioned before, we, too, are looking for benefits. Through the implementation of a Quality First process, we expect to

- improve program quality
- guarantee student satisfaction
- improve employee morale
- increase productivity
- improve school image
- enhance the marketing effort.

And ultimately we want to

- ensure that there will be a pleasant, hassle-free work environment for employees
- encourage maximum input by employees in decision making
- retain employees.

Fox Valley Technical Institute has a lot to gain in terms of increased productivity and satisfied employees who enjoy doing a high quality job in a high quality environment. And what could be wrong with that?

The Community College System—America's Best Hope

Frank L. Morsani, Past Chairman, U.S. Chamber of Commerce
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Tampa, Florida

Editor's Note: This article is taken from a speech delivered at the ACCT 17th Annual Convention, San Diego, California, October 16, 1986.

It's a real pleasure to visit with people who are a lot like myself—people who are interested in education but aren't educators. Actually, I must admit I was once an educator—I taught in technical schools and have a degree in trade and industrial education. I decided I had better get out before they instituted merit pay.

Why do people from other pursuits involve themselves as deeply as you have in the business of education? One reason was stated by former Commissioner of Education Francis Keppel, who once paraphrased Clemenceau when he said, "Education is too important to be left to educators."

Educators need someone else to help them make sure they are fulfilling the real role of education. The point is: as much as I value education, the job of educators is not education for education's sake—and it certainly is not education for educators' sake. The role of educators is to serve our society's needs, or more precisely, to prepare the next generation to serve society's needs.

In past years we ran into a problem. All kinds of great new ideas were floated—*new math, modules, classrooms without walls, mini-courses* and electives, and so on. It provided a lot of work, and a lot of fun, and a lot of profit for educators, administrators, and educational "experts." The problem was nobody bothered to see whether students were learning.

Do you realize that when modern math came into vogue it was the first time parents could not assist their children with their homework? Many of our employees cannot do simple division and multiplication—I mean managers, not unskilled workers.

The same "fads" applied to colleges. Ten years ago, the conventional wisdom was that everyone had to attend college. But, as an interesting article in *The Wall Street Journal* pointed out the other day—we have lots of Ph.D.'s and M.B.A.'s floating around in jobs they are overqualified for, but you can't get a plumber when you need one.

In business, you learn that lesson in a hurry. You can try all sorts of innovations, come up with great organizational theories, complete mergers made in heaven—but if the bottom line is red, you are not going to be in business very long.

Theory is great—but if education is not meeting a need, there is no reason for your institution to exist. And, if you are meeting a need, business will come to you.

Today, our society is returning to the notion of excellence in education. One notion of excellence is a return to basics. I have heard a lot of other ideas about how to achieve it, but I think the best notion on achieving excellence is the one my father held. My father's idea was that of doing the very best job possible at the job at hand. He was a true craftsman. The jobs he held may not have been very prestigious—but his employer knew that he was going to get the job done right, the first time.

The application of that principle in this context is that excellence consists of giving society exactly what it needs—giving young people exactly the kind of education they need to excel in the America of the future.

Those of you from the business community are experts at doing the things educators need help with—especially community colleges. Your expertise lies in discovering the market—and meeting its needs in the most efficient way possible.

It would be profitable for us to ask ourselves today: what is the community college's market; how is it meeting the needs of that market; and how can it meet those needs better?

Let's discover that market by identifying society's needs. One concern society is facing is the fact that the cost of education has been rising at all levels—but at the postsecondary level, the cost has been rising faster than the rate of inflation.

The needs of society can be summed up in one word: more. But the resources the educational system will receive, with the federal and many state and local governments facing budget crunches, may also be summed up in one word: less.

So the question is how community colleges can expand to meet those needs and others. The answer is to cooperate—cooperate to identify the educational needs of our changing society as they arise, cooperate to address them.

Another problem is convincing young people they don't all need to go to a traditional, four-year college to do well. They can start with this less expensive alternative and then finish at a four-year college. They could have an alternative place to pursue a degree while working.

We can convince young people of these possibilities by showing them the future shape of our economy.

The United States is facing a drastically changing world economy. All you need to do is look at the latest trade figures to realize that America simply cannot compete in labor-intensive manufacturing anymore, against the Koreas and Taiwans of this world with one-tenth the hourly manufacturing pay. Now even the People's Republic of China is competing. The latest Bureau of Labor Statistics Report shows the average hourly compensation for Switzerland is $14.01; West Germany is $13.85; the United States is $13.29; and Korea is $1.53.

America's niche will have to be in services and in the brave new world of high-tech—including the application of technological advances like computers and robotics to previously labor-intensive industries. The Labor Department estimates that by 1995 more than half the labor force will be white-collar.

A great many "doom and gloomers" say this marks the decline of American economic power. That just doesn't wash with me. Remember when Mom and Dad struggled for us to do better? They wanted us to get out of manufacturing jobs and hard labor and into skilled service and professional jobs. Remember, "My son the doctor?" Now the entire population is making that shift—and all we hear is complaints about the loss of those manufacturing jobs.

What are we getting: more managerial and professional jobs, more skilled jobs, more jobs than all of Europe combined. Europe has created no new jobs in the last 10 years, whereas we have created 11 million jobs since 1983. The largest categories of jobs in our society, according to the Bureau of Labor Statistics, are managerial and administrative jobs.

That is what our forefathers wanted for us. We have to quit complaining and get on the ball! We have to prepare the population for those new jobs.

In this high-tech/services society, there will be a need for more education than traditional high school for many workers. But, the majority won't really need to go to a traditional four-year college.

The high-tech/service society will need more scientists, but also more lab assistants; more doctors, but also more medical technicians; more engineers, but also more draftsmen; more mathematicians, but also more computer programmers; more biogeneticists, but also better-trained farmers; better managers, but also more highly trained foremen and line workers; smarter car designers, but also better-informed car dealers.

We are going to face another trend around the turn of the century, a shrinking work force. We might not have enough workers to fill these jobs. At the same time, there will be a pool of older workers whose jobs have been phased out as America adjusts to its new role in the world economy.

The community college system, along with a revitalized vocational educational system in our high schools, offers America's best hope of meeting the need for smarter and better-trained workers, and for retraining older workers. We just have to let people know community colleges can meet these needs. As trustees we must avoid rigidity, we must require flexibility and promote constant change.

There is another problem America is facing, the inability of several categories of people to be assimilated into this new economy for any number of reasons.

One reason is illiteracy. There has been some controversy over the numbers, but even if functional illiteracy strikes even a small fraction of the 23 million Americans estimated, that could prove to be a disaster for us as we move into the high-tech society. How can community colleges meet the need for smarter and better-trained workers if workers can't read?

And how about another troubling statistic, somewhere around a quarter of the school-age population will never get a chance for higher education, because they won't even make it through high school. How can community colleges meet the need for smarter and better-trained workers if we can't get them there?

An equally troubling problem, and a contributing factor, in my opinion, to the problems I have just named, is the economic effect of the destruction of the family. One out of every two marriages now ends in divorce.

The effects of single-parenthood on our economy are frightening to consider. *The Wall Street Journal* recently showed the income gap between two-earner households—households with a male and female earner—and single-woman headed households. The *female-headed* household, and this is an average, came in at less than one-half the median for all households—barely above poverty income.

We are going to have to work harder with minority students. We have to recognize their special needs, the cultural barriers that keep them from full participation, and the educational disadvantages they may have suffered. Minorities are going to be the fastest growing segment of our workforce. We also can't afford to perpetuate this waste of our most vital resource—people.

A second role for community colleges is to provide education for displaced workers, or for workers who need retraining or additional training in their current jobs. Often, community colleges are contracting with individual employers to put together a curriculum aimed at the specific training needs of that employer. Could that idea be copied for technical training, or retraining for displaced workers? I think so.

You won't be able to meet the education needs of these groups alone—both because

of funding and because of matters outside your control, such as prior conditioning. To expand their reach in the ways I have suggested, community colleges need to get help from three sources.

First, you need to work with elementary and secondary schools. Why? Because they are the source of the illiteracy and "drop-out" problems. But are those really "their" problems?

The young people involved are the kind of people who might one day go to community colleges instead of four-year colleges if they made it, who might benefit from technical training.

Community colleges may get a greater share of the educational dollars available—but you won't ever see these youngsters if they do not make it through high school.

You can get in the fight for recognition and dollars, but if you want your fair share, you have to make sure other segments get their fair share. I urge you to use the influence you have to make sure we get the best teachers we can, and pay them according to ability.

In my travels, I have found that other cultures concentrate on the teachers at their lower levels—and for good reason.

If young people can't function by the time they graduate from high school your mission of preparing them for society will be moot!!

So there should not be a fight between community colleges and other levels of education for funds. You should use your influence to fight together for more education for all. The more visibility that is given to the need for education—and educational excellence—the more all educational institutions will benefit.

Secondly, you need to work with government. We need to convince government, just as we convince young people, that community colleges provide a less expensive alternative. You will have to work with government if you want to reach out to the dropout or welfare recipient. Not only does government have the retraining funds, but I believe social workers honestly have a great deal to teach educators about the needs of this segment of society.

Finally, you need to work with yourselves, with business. I applaud the fact that community colleges are among the most likely to bring instructors in from the business community, which gives students a practical edge.

But how about the alternative, taking students into businesses to learn? A U.S. Chamber of Commerce poll of personnel directors found that many would like to get involved in education through that avenue. The advantages are obvious, beyond the practical experience: savings in staff and equipment, a head start in placement, and the creation of a ready-made group of supporters for community college programs. After all, business spends over $40 billion a year on education. Our total education cost nationally is $220 billion.

The key to all of this is to make sure we are meeting the needs of society as it exists—not of an ideal society or of theoretical young people.

Our success in business revolves around our ability and dedication to operate in the environment we are given. In my view, education must do the same.

So we need to step back and survey the needs. In meeting these needs, I believe we have to take a step back in another way. Even in this high-tech world, we need to re-examine an old-fashioned notion contained in your name: community.

Somewhere along the line, we lost the notion of a community, a place where people knew each other's business and

cared, a place where people looked out for each other, a nurturing environment in which to live or work or grow. No one had a higher or more respected role in the community than the educator, the teacher—faithful, dedicated, always underpaid and overworked but still willing to give.

What we really lost, I believe, was the idea implicit in the concept of community: the common good.

Somewhere along the line, the common good was replaced by special interests, all seeking their piece of the pie. Even business got to be a special interest to a certain extent.

The key to having society work at its best, and to have everyone fulfill his or her own role, is to get away from this adversarial posture and return to the idea of the common good. That is happening here and there. I just returned from Knoxville, where the whole community was honoring the city's volunteers for an entire week.

Everywhere I go, I lecture business on the need to be good corporate citizens, to get involved in public policy and support worthwhile projects, schools, hospitals, arts, the *United Way*. Today I urge all of you to do the same.

I encourage you to take your name to heart, to think of yourselves as part of the community. I urge you to consider the needs of parents, students, workers, even auto dealers in the community you are serving.

As I tell my employees, we don't have mechanical problems, just people problems. I urge you: don't think of your product as education, think of your product as people. That is the way I view my employees.

Alfred P. Sloan, the architect of General Motors, said, "Take all my riches, my assets. But leave me my people, and I'll rebuild my company."

It is easy to become disillusioned, but we must keep our vision.

It is easy to become dissatisfied, but we must renew our spirit.

It is easy to become a cynic, but we must retain our sense of purpose.

It is easy to become selfish, but we must be willing to sacrifice.

It is easy to despair, but we must keep our hope.

Our people are our greatest asset. We are counting on you to help produce those people. And to the extent you can produce capable, contributing members of society, you will be producing a community, a better community for the common good.

Putting the Merit Back Into Merit Pay

Gene F. Schorzmann, President
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Increasing employee productivity in America's community colleges is beginning to become an issue, and many community colleges do not have effective employee reward systems which motivate their employees to increase their productivity.

Boards of trustees and presidents of community colleges across the United States are beginning to have the courage to explore and design new employee compensation strategies, and some of those strategies may resemble successful reward systems in the private sector.

Rewarding employees and managers according to their levels of success in accomplishing company goals and objectives is a very old and effective practice in our American free enterprise system. Many successful manufacturing and retailing companies who depend on the "profit motive" for their existence have found great success in linking employee financial compensation to measurable productivity. However, the profit motive is not a factor with public governmental agencies and institutions, and the concept of linking employee productivity and compensation is far less common in the public sector.

In the field of education, theorists have insisted that monetary rewards rank down the line as a motivational tool, somewhere behind such factors as self-actualization, job enrichment, status, and self-motivation. Certainly those factors are important, and they are a vital part of any effective productivity plan. If such subjective rewards were removed, however, a well-paid work force would still show up for work. But, pay employees less than what they can receive or think they can receive elsewhere and they certainly won't produce at peak performance levels. Employees simply do not realize a sense of achievement if monetary rewards are not sufficient.

Profit-centered goals and rewarding employees for accomplishing or exceeding them are well accepted practices in private industry. A manufacturer sets acceptable quality controlled levels of employee productivity for a particular job classification, and if an employee or group of employees exceed the minimum productivity levels, a bonus is awarded to them. A retail company sets individual gross sales or gross profit quotas for its sales people. If an individual has exceptional skills and sells more than the average salesperson, a bonus in addition to the base salary is received.

Paraphrasing from the August, 1985, issue of the *Small Business Report*, the typical salaried employee in the private sector currently produces at an average rate of 40%-60% efficiency, assuming that the ideal work pace for an average, unfatigued, well-trained employee is 100%. While it is true that some worker inefficiency is caused by circumstances beyond their control such as breakdowns, closures due to weather-related conditions, etc., increasing the work force's output remains a great potential for increased productivity.

Since the 1940's, companies in the private sector have depended heavily on improved technology for increased productivity, with

little emphasis on improved motivation of employees. In the future, a more significant part of productivity gains will come from a motivated workforce, and money will be the main motivator.

While the average rates of worker productivity in the private sector mentioned above are startling, the information certainly reveals a great potential for increased productivity from workers for the wages that are currently being paid.

But how does all of this talk about productivity goals and bonuses relate to community colleges? Perhaps community college boards and presidents need to conduct a similar productivity assessment to determine individual employee and overall institutional efficiency. Community colleges produce a service product known as education. People buy our product and benefit by learning something they didn't know before. Our product is packaged in units of measurement known as contact hours and credit hours which are tangible enough for us to charge our students money and for us to measure what they achieve (value added). Furthermore, state governments often use these units of measurement to distribute state aid to community colleges in direct proportion to the number produced. State aid and tuition revenues in a community college often account for 75% of total general fund revenues with the remaining 25% derived from local taxes and other miscellaneous sources.

Balancing the budget is becoming a harder job for presidents and boards of trustees. For the past several years, many states have not chosen to fully fund community college funding formulas, local tax base increases have slowed considerably, and college enrollments have plateaued. As a result, it is becoming very difficult to meet employee salary schedules.

Community college employee productivity will become an even greater issue in the future. Tremendous competition among two-year and four-year public and private postsecondary educational institutions has developed for potential students. According to the September 3, 1985, *AACJC Letter*, community college enrollments have plateaued nationally. According to projections, the number of high school graduates in every state and region will continue to decline with the low point for the number of graduates nationally being projected for 1992 when it will be 22% below the record high levels of 1981. The projections for high school graduates in the northeast and north-central regions are even more startling with a reduction of 35% and 29% respectively below the 1981 level.

While the enrollment projections of that traditional target population seem dismal and hopeless, it is possible that the future of community colleges is not as bleak. The traditional, recently graduated high school student is only one of the major target groups which community colleges should be targeting. Some already do a tremendous job in working with high school students, teachers and counselors to provide a 2 + 2 curriculum which leads to vocational skill development while still in high school. Others provide training and retraining for unemployed or displaced adults, for new and existing industries by providing a supply of trained labor, and by upgrading skills of those already employed.

It would seem that many community colleges need to put more effort into identifying new target markets. But how can boards of trustees and presidents create a total work environment which will result in well-motivated and creative employees working to discover new, innovative and effective ways of serving the educational and training needs of a broader range of our citizens? Maybe we should look closely at what has worked in the private and public sectors as we develop an effective employee reward system. It involves a different approach to compensation that is geared toward achiev-

ing future objectives rather than rewarding past performance. Perhaps an employee reward system that would motivate community college administrators, faculty, and support staff to greater productive quantity and quality must address their materialistic and humanistic needs.

The fact that the president and board of trustees need a balanced budget through meeting minimum enrollment goals can't be disputed, and an equitable performance-based merit pay component that links financial reward to contact or credit hour production may cause all employees to think about new and better ways to meet the educational and training needs of our citizens.

It is easy to see that I am putting great emphasis on rewarding employee productivity based on the number of contact or credit hour units generated, but I have said little about quality, which everyone knows is important. Performance-based merit pay focuses on rewarding employees for quantity of product units generated. Satisfactory quality of the units is assumed. Poor product quality is never acceptable. It must be made clear that quality is never tied to merit. Quality is expected and a prerequisite for keeping the job.

Focusing on quantity requires a change in employee appraisal. Current administrative, faculty, and professional support staff evaluation criteria often measure the teaching process when it should be measuring teaching outcomes, including student competency achievement, student retention (completion) rates in courses and programs, graduate transfer success, job placement success, and graduate and employer satisfaction.

In addition to the performance-based pay component, there is also strong justification for a second component in the total reward system which would cause employees to attain self-actualization, status, and self-motivation. Examples of such rewards might include awards for successful years of service, recognition plaques for specific accomplishments, recognition in the media, compliments from supervisors, involvement in policy formation, etc. While this second component may be equally important, the focus of this article is on the need to include a performance-based merit pay component.

Although many colleges already feel that their pay policies are based on merit, more often than not pay is determined by factors other than productivity. All employees, including those performing at unacceptable rates of productivity, receive periodic raises which are automatic rather than discretionary. There is an increasing tendency to regard the merit and cost of living raises as service awards with employees expecting salary progression as a right. The message to employees is that there is no difference in pay between below-average, average, and exceptional performance. Increased employee productivity in our community colleges has been caused mainly by inflationary pressures on college budgets which have resulted in higher average student-teacher ratios in the classroom. There has been little regard for teacher load-equity and for recognizing individual productivity.

So, what principles should be considered in the development of a performance-based merit pay system? First, the president should have a board resolution which clearly reflects board support for the concept and which directs the president to investigate and develop such a pay system for adoption as board policy when ready.

Second, its focus should be on rewarding above-average productivity and on providing incentives for average and below-average employees to improve.

Third, the college mission must be clearly defined so that everyone knows what the college is currently doing and what the college should be doing in the future. As a

very wise person once said, "if you don't know where you're going, the odds are that you'll wind up somewhere else."

Fourth, you must decide who will be eligible for the new system. This may range from only a handful of key administrators to the entire staff. Eligibility should probably be limited to those positions which make things happen and that give a sense of vitality and purpose. All others who perform support roles should have clearly defined job descriptions, criterion-based evaluations, and appropriate salaries for their duties and responsibilities.

Fifth, proper training must be provided to facilitate employee success. Their short-term and long-term training needs should be assessed and high priority given to those areas where training is certain to produce the greatest productivity increases. The trainee's supervisor must take the responsibility for determining that training is properly utilized, reinforced, and measured for effectiveness in how productivity is affected.

Sixth, pay must be internally and externally equitable. To put merit into merit pay, all new employees within a position or grade should be started at an equal annual salary reflecting the lower end of the salary range for the position. However, prior experience could still be recognized. Periodic increases would reflect changes in salary due to inflation and to normal employee progress for experience and training, but only until the midpoint of the salary range is reached. From there on, only changes reflecting the inflation factor would be automatic, and merit increases would be awarded for performance to bring salaries up to the top of the range for the position. The bonuses for above-average performance never become a part of the base which means that the employee must earn his/her bonus each year through performance.

Seventh, performance appraisal must link productivity and salary increases. Appraisal needs to clearly and easily identify when an employee is deserving of a performance-based bonus. Under the merit pay plan, employees who don't accomplish minimum productivity levels have their pay frozen with a reasonable time to improve. Employees performing only average productivity do not earn a bonus beyond the base salary and will never get to the top of the salary range. Increases for normal progression up to the midpoint and cost-of-living hikes are granted as often as necessary to keep base salaries externally competitive. Exceptional performers, on the other hand, receive sufficient merit bonuses to reward improved performance with the promise of still higher bonuses if performance continues to improve.

Eighth, it must be decided how much of the revenue to share with the employees and how much should stay with the college for such things as product research, program expansion, and upgrading of physical facilities. It should be mentioned that a performance-based merit pay system can be partially self-supporting because: (1) many colleges can increase their revenues by adding enrollments in low-enrollment programs without adding staff; (2) below-average and average producers will receive smaller increases; (3) bonuses are not considered as base salary and are exempt from some payroll expenses such as pension funds, vacation pay, and sick pay.

Ninth, employees should be provided with data about production levels to monitor and evaluate how they are doing.

Tenth, the plan should be clearly written and communicated to all concerned.

Having listed ten principles to follow, let's develop a case study which may be quite typical of community colleges at this time and which illustrates many of the principles outlined for a performance-based merit pay system.

The president and board of trustees at Anywhere Community College (ACC) were concerned because of two successive years of deficit budgeting which was a new experience for them. ACC is a comprehensive community college and was founded in 1966. It experienced rapid enrollment growth until about four years ago. Enrollment growth has stopped and enrollment has actually declined slightly.

College revenue sources include 50% from state aid, 25% from tuition, and 25% from local taxation. State aid is distributed by a formula based on contact hours in several cost centers, and the college charges tuition by the credit hour or credit hour equivalent.

The student body has been composed of about 60% traditional students right out of high school and 40% from nobody really knows where.

All professional faculty and support staff, administrators, and hourly employees have been paid according to appropriate salary schedules which allow annual increment increases for everyone.

Personnel evaluation was performed religiously each year and everyone was evaluated prior to being reemployed. The evaluation criteria were vague, unrelated to measuring outcome quantity or quality, and have never been used to release anyone at the college.

Although most employees were aware of and expressing concern about the recent budgetary and enrollment trends at ACC, nothing was really being done that would change them. The college has a reasonable fund surplus and time to react to the problem if initiative and leadership are shown now. If not, ACC will have a budget crisis within three years.

Realizing that something had to be done, the president of ACC secured board support for a new concept called performance-based merit pay as a way to generate more interest from college employees. During the past year he/she asked the administrators, faculty, and support staff to become involved in several ways to reverse the negative trends. They were asked to gather demographic data about ACC and the college service area, to provide evidence of existing program effectiveness and relevancy, and to research emerging program and training needs of citizens, businesses, and industries. They were also asked to think about and help design a new total employee reward system that would recognize above-average productivity and that would act as an incentive for others to improve.

By working together, the president and his staff were able to design and document a performance-based merit pay component to replace their outdated salary schedule concept. The mission of the college was clarified and in so doing it was determined that the enrollment and budget trends could be reversed because the college had the option of realizing greater enrollments through several avenues including better marketing, new program expansion, serving new target populations, etc. It was also agreed that, in addition to the traditional recognition rewards given to employees, there had to be a stronger employee motivator centered around greater financial earning potential linked to employee productivity if the desired outcomes were to be achieved. A performance-based merit pay system was the result.

System eligibility was limited to those who were directly involved with producing contact hours and credit hours including vice presidents, supervisors, faculty, and professional support staff. All others remained on the traditional salary schedule concept, were evaluated annually, and were eligible for cost-of-living increases and promotional salary increases based upon satisfactory performance appraisal.

It was determined that an average student-teacher ratio of 21 in vocational courses and

30 in transfer courses was needed at ACC to support the direct and indirect expenditures dependent on the income generated for that year.

Based upon a community college retention study compiled by ACT and on their own judgment, it was concluded that for average minimums, 50% of their transfer, 65% of their two-year vocational students, and 75% of their one-year vocational students should complete their programs of study at ACC if that was their goal upon entering.

It was determined that 85% of the transfer graduates who transfer to four-year colleges should succeed and that 95% of the vocational program graduates who seek employment should find it in the field for which they were trained or in one closely related.

Salary increases for administrators who were eligible for the performance-based merit pay system were based on three criteria. First, if the overall institutional enrollment goals, student-teacher ratios, and retention rates were met, an administrator would receive an annual inflationary cost-of-living increase. Because a salary schedule existed, small annual promotional increments would also be awarded until individual administrators' salaries reach a mid-point which is appropriate for average performance and which is competitive with what other institutions pay for similar positions. If the overall institutional goals are not met, the administrators' salaries would be frozen until they are. However, if all institutional retention, transfer, and placement goals were accomplished, and if enrollment minimums were exceeded by 10%, 20% or 30% for any fiscal year, the administrators would receive a significant bonus of 5%, 10%, or 15% of the base salary. The procedures just described are also appropriate for professional support staff concerned with admissions and retention including recruiters, counselors, and placement officers.

A similar performance-based merit pay procedure was implemented with faculty, only the performance appraisal was very individualized. The designated student-teacher ratios, retention rates, and transfer or job placement criteria were used to evaluate each teacher's performance. If performance fell below the minimums in any category, the salary level would be frozen until the deficiency was corrected. Of course, the proper assistance for skill development would be provided to the employees through an effective staff development program. But if the faculty member's student enrollment, retention rate and transfer and/or placement rates satisfied the minimum average goals, the employee would receive normal cost-of-living and promotional increases. If, however, enrollment goals were exceeded by 10%, 20%, or 30%, then he/she would also be eligible for a 5%, 10%, or 15% bonus on top of the base pay for that year. The incentive to improve lies in the link between productivity and financial reward. The bonuses never become a part of base pay, and the bonus must be earned every year by exhibiting above-average productivity.

Because of low enrollments in many courses and programs, the possibility existed to increase enrollments and tuition revenues by 30% to 40% without adding staff. However, it must also be said that some faculty were already exceeding the minimum productivity levels and were eligible for bonuses. The salary redistribution from non-performers and the new tuition revenues provided the money to cover the incentive bonuses with money left over.

In conclusion, it appears that many community colleges are facing unprecedented enrollment and budgetary challenges. Boards of trustees and presidents will need to develop effective employee reward systems that will provide incentives for employees to identify new target populations to serve, and creative programs and services to offer them. Perhaps these incentives will be centered around linking financial rewards to

productivity for teachers, administrators, and support staff through a system of performance-based merit pay which compensates them for accomplishing future productivity goals rather than for past performance.

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Private Industry and Public Education: A Humanistic Partnership

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I would like to share some thoughts with you on a subject in which we have a common interest, the support and improvement of the community and junior colleges of this country as an integral part of the system of higher education.

The history of vocational and technical education in the United States is only sixty-nine years old. Its rapid growth and development from programs at the high school level to programs at the college level parallels the technical progress made in science and industry following the Industrial Revolution.

In 1917, when the landmark Smith-Hughes Act was signed into law by President Woodrow Wilson, job skills were concentrated in the building crafts and certain manufacturing and printing skills. Although mainly concerned with vocational teacher training, the Smith-Hughes Act represented a recognition by the Federal Government of the need for job training resulting from the Industrial Revolution. Up to that time acquisition of job skills was mostly the result of informal learning on the job. Vocational education in the United States entered its infancy in the newly established vocational high schools of the nation.

Although vocational education grew through the years, expansion of programs of occupational preparation at the high school level could not keep up with the rapid growth, diversity, and technical complexity of job skills which followed the Second World War.

As the Industrial Revolution led to the development of vocational education at the high school level, the technical revolution which followed created the need for two-year technical colleges. Called junior colleges in some parts of the country and community colleges in others, the two-year institutions developed technical courses in almost every occupational area and broadened their scope of liberal arts courses to include transfer programs to the four-year colleges.

This century has been marked by the demise of the horse and carriage and the rise of the automobile. The airplane, first flown by the Wright brothers in 1903, used a gasoline powered engine. Sixty-six years later we placed a man on the moon. The science of sound and of visual communication became common to every household, affecting and influencing learning in ways and dimensions yet to be fully understood. Indeed, the life styles within American society have been dramatically changed.

An article appeared in *The New York Times* on Sunday, January 20, 1985, entitled "Museum Preserves Dinosaur Computers." The article reported that there is a computer on display in a museum in Boston which was taken out of service in December, 1983. It was built in 1958 by IBM at the request of the United States Air Force to aid in the National Defense System. It was referred to as the Dinosaur, and was described as thirty feet long, seven feet high, and three feet deep. The computer required the services of a technician working behind it during the time it was in operation, almost continually

replacing vacuum tubes. That was the Dinosaur of 1958, and it represents the introduction of the Age of the Computer.

In 1986 one can purchase a portable computer which can outperform the dinosaur in speed and function. Recently Motorola introduced a micro-chip which can contain information equivalent to that of a main frame. Symbolic of a new world of work, a world which requires fewer inhabitants, and, for those who are needed, a greater degree of specialized knowledge and ability, the computer has led us into the so-called Age of Information and Communication. The widespread use of the computer has accelerated automation of a great number of industrial processes and we are told this is only the beginning. Tens of thousands of manufacturing jobs have already been lost and the experts refer to a growing service economy. The new requirement in education is for computer literacy and technical competence.

We are well into the advanced stages of the Electronic Age, including micro-chips and lasers, the Age of Automation, including robotics, and the Age of Computerization. Skills and knowledge once unique to a specific trade or craft are now common in various degrees to a vast number of jobs and occupations. Hundreds of jobs are so new that teachers of those job skills are unavailable. Job skills change so rapidly that in a short period of time a vocational course can become obsolete.

In the closing days of his Presidency, Dwight Eisenhower discussed public education in the United States as he saw it in the years to come. It was his opinion that the needs of a growing and ever evolving technical society could no longer be met by the traditional twelve years of education. President Eisenhower recommended a fourteen year sequence of education. The two additional years he recommended are most fittingly served by the junior, technical, and community colleges of the country. It was an especially timely view since what has emerged and become a major challenge is the restructuring of business and industry. In the process many problems have arisen, some technical and others bearing on human resources, such as job displacement and retaining.

As institutions offering the thirteenth and fourteenth year in the continuum of higher education, the two-year colleges offer an increasing potential for educational service to the economic institutions of the country, and, more importantly, to the development of the men and women who attend them.

Programs at the community college level provide a greater degree of flexibility between and among courses. A great number of technical occupations in today's universe of work require knowledge of a combination of technical applications to industrial processes. The more common combinations are electro-mechanical skills, electro-hydraulic skills, electro-chemical skills, and other combinations utilizing more advanced forms of energy. Implicit in all career preparation is the requirement that employees be able to read and understand instructions, interpret prints and diagrams, and to reason the answers to job problems rather than merely replace parts until the right one is luckily found.

Basic job skills can still be taught at the high school level. However, community, technical, and junior colleges must offer courses stressing technical knowledge, reasoning, and problem solving.

The number of high school students to whom community, technical, and junior college education should be attractive is large and promises to grow larger as students make earlier career choices, in some cases due to the high and still rising cost of a four-year college education, in other cases due to cultural influences and family needs.

It is commonly understood that everyone is expected to work at some job or profession. The two-year colleges are uniquely suited to develop each individual as a person of worth who hopes to enter the work force at the highest possible level and then make progress in the career of his or her choice. However, there are some who do not regard two-year colleges as "educational institutions." They see them as "training institutions," a view I do not agree with and one which should be changed.

Although the career programs of two-year colleges are an integral part of the economy of the country, the primary concern of the two-year colleges must be the intellectual as well as the skill development of the students who attend them. Unlike the Smith-Hughes Act of 1917 which described vocational education as being "terminal," and designed to "meet the needs of industry," a more modern and humanistic view should be the education of men and women to prepare them for responsible citizenship, cultural enrichment, and preparation in the careers of their choice.

Education in the 1990's will require vision and a new perspective. Molds must be broken and traditional policies and practices must be reexamined and reevaluated. The pecking order of blame for learning problems must be laid aside and educators must cooperate in meeting the needs of all students. The two-year colleges can do that by broadening career preparation to include the liberal arts.

Among the most frequently mentioned requirements for successful employment are positive attitudes toward job responsibility, punctuality, dependability, pride of job performance, self respect, and self discipline.

Competency in the basic skills of reading, writing, speaking, and computation is also essential and will continue to rank high in importance as the basis for career success.

Among the more revealing as well as important career experiences of recent years has been the combination of liberal arts education and skills in the field of computer technology. This combination of talents is somewhat difficult to label for it takes various forms and often evolves from the needs of industry and the creativity and ingenuity of the individual. The combination is particularly important since it offers evidence that liberal arts can offer broad-based preparation for jobs which defy specific course development.

The new technology demands creativity on the job, which defies specific curriculum since it is task created, based on the unique needs of rapidly changing and evolving job requirements. Things are happening on the job which are self-generated and of a nature not encountered before. It is little wonder then that we read repeatedly that business, industry, and government believe in the imperatives of education and development of human capital. The problem for educators is to design an educational product, to use a business term, to meet the needs of the job market.

In its Winter 1986, Educational Supplement, *The New York Times* listed the ten fastest growing occupations and changes by 1995. The list included para-legals, computer programmers, computer systems analysts and data processors, medical assistants, electrical-electronic engineers, electrical-electronic technicians, computer operators, operators of peripheral electronic data processing equipment, and last and rather interesting and possibly revealing, travel agents.

Of the ten categories, one indicates a degree of manual skill. All the rest require visualization, abstract thinking, reasoning, and problem solving rather than skill with tools. They draw heavily on the intellectual development unique to the liberal arts and point to the liberal arts as essential to vocational success especially in today's universe of work.

Some years ago the New York State Board of Regents noted that, "The expanding economy and increasingly complex technology on which so much of our social order depends, have forged a common concern on the part of business, industry, labor, government, and the general public for the creation and maintenance of a competent work force... The fundamental need is for an occupational education system as comprehensive and flexible as the society it serves is complex and changing."

The New York State Department of Education, in a recent proposal for a new sequence in business education, spoke of high school graduates becoming entry level office workers needing, "much more completely developed skills in areas of human relations, communications, and occupational deportment." The same Department has developed a mandated unit of study entitled "Introduction to Technology." The program developed has drawn considerable attention from educators for secondary education. I quote from *Benchmark*, a publication of the Bureau of Occupational Education, "the purpose of the program is to provide future citizens with technological literacy as part of their fundamental education, including:

1. Human responsibility in the development and control of technology;

2. The use of technological systems to solve problems; and

3. The effects of technological systems on people and the environment."

A newspaper report of Monday, April 14, 1986 quoted Marc F. Tucker, Executive Director at the Carnegie Forum on Education and the Economy, based in Washington, D.C., speaking to members of the Education Writers Association as stating, "We need to produce a nation of people who can deal with ambiguity—who know how not only to solve a problem but to define the problem."

The various reports are especially significant since by the year 2000, one of every three Americans will be a member of a minority group. In a paper entitled, *Guess Who's Coming to Work*, Harold Hodgkinson, Senior Fellow at The Institute for Educational Leadership, based in Washington, D.C., reported, "By the year 2000, we will be a nation of forty-four million Blacks, forty-seven million Hispanics, and approximately six million Asian Americans."

If past patterns of upward mobility repeat themselves, we can expect a great number of persons from these groups to attend two-year colleges. Concern for what the demographers tell us must extend beyond career preparation. The social and political implications demand a broadening of the curriculum in the community and junior colleges to encourage continued learning.

Demographers also tell us that more women will be entering the labor force. Justice demands that women be granted equal opportunity and pay and be entitled to an education to help them become all they can be.

Community, technical, and junior colleges are not the choice of the less able, they are the entry point for the less economically and socially privileged whose talents are undeveloped, but whose aspirations deserve the opportunity education can offer.

If democracy is to thrive, future generations must be educated in the humanities as well as trained in job skills. The melding of broad-based liberal arts learning and the acquisition of job skills is essential to continued learning, personal growth, and democratic citizenship.

The liberal arts include mathematics, economics, physical and biological sciences, literature, and the social sciences. To include them in the two-year college program serves to broaden and strengthen the intellectual development of students, promote and enhance transfer programs to senior colleges,

and counteract the stereotypical view that two-year colleges are training rather than educational institutions.

In a speech delivered to the Association of Urban Universities Conference on "Higher Education and the Working Person," last April 7, 1986, Joseph S. Murphy, Chancellor of The City University of New York, called on Congress to revise the unemployment system regulations that many states impose which discourages people between jobs from getting anything other than job skill-related training.

The Chancellor went on to suggest that, "our policy should be to encourage people who are out of work to develop broader competencies and stronger bases of social understanding." He offered as examples programs at a number of community colleges which are part of The City University of New York.

That concept was included in a report written by Richard C. Richardson, Jr., a Professor of Higher Education at Arizona State University and Louis W. Bender, a Professor of Higher Education at Florida State University. The study was made by a grant from the Ford Foundation. A major point of the study is in the recommendation that improved procedures, counseling, and programs leading to larger numbers of transfer students be encouraged.

The 1986 Fiscal Survey of the States showed that education topped the governors' budget priorities, next came economic development, and third, human resource programs. The report appeared in the *ACCT·O·LINE* of March 28, 1986, and pointed out that, "the three priorities dwarfed all others."

Closer correlation of trade, technical, and business courses at the high school and community college levels are long overdue. Collaborative efforts in curriculum can allow students to earn advanced vocational course credits while in high school, thus allowing opportunity to increase liberal arts course preparation leading to transfer programs.

Perhaps this is a good opportunity to suggest that some students in senior colleges might profit by transferring to two-year colleges for vocational and technical courses to fulfill elective requirements.

The times require that education at all levels include courses in the humanities as preparation for career change, broadening of education for personal development, and an understanding of the myriad social and economic problems of a society in transition.

Dale Parnell quotes John Naisbitt in Dale's book, *The Neglected Majority*, "The great lesson we must learn from the principle of high/tech high/touch is a modern version of the ancient greek ideal—balance."

Just as two-year colleges are part of the continuum of learning beyond high school, so are they members of the larger community. Their graduates are as important to preservation of democracy as the graduates of any other institution. It is to the advantage of business and industry to have employees who are learned as well as trained. It is also to the advantage of society, as well as the individual, that two-year college students be motivated and educated to continue their educations.

In 1917 Smith-Hughes spoke of "preparing young men and women trained to meet the needs of industry." As late as the 1960's, the United States Office of Education, in a statement on training, included the lines, "Educators need assistance in determining the many significant factors that affect training programs. They must have a direct line of communication with industry, which they seek to serve."

Both views contradict a fundamental purpose of education. Education, whether it includes career preparation or not, should serve the needs of the individual. A balanced education

should develop individuals for both careers and responsible citizenship. If the term "upward mobility" is to have real meaning, it must go beyond job competency.

Career preparation at the college level must include a humanistic component of education. Consonant with that concept, a cooperative relationship between private industry and public education should be developed to not only promote competencies in the basic learning skills of communication and computation, but also to include an appreciation of the aesthetic elements of our society, regard for social problems, civic responsibility, personal development, and most of all the preservation of our liberty as a free people.

The problem is not a simple one. If education is to benefit society as well as the individual, the balance between technology and the humanities must be observed. The balance is particularly important as computers invade every area of commerce and industry and threaten the privacy of each of us. Yet another danger is the misplaced trust placed in computers and other products of technology by people instead of in their own reasoned and informed judgment.

Matthew Arnold wrote in an essay, *Sweetness and Light*, over one hundred years ago (1867), "What distinguishes culture is, that it is possessed by the scientific passion as well as the passion of doing good. Faith in machinery is our besetting danger." He also used a most attractive phrase which I believe best characterizes my thesis, "humanized knowledge."

A continuing dynamic technology may be expected as a result of the search for solutions to the energy problem, the critical need for industrial and commercial development, a shift from federal to state responsibility, and the continuing need to develop the human resources of the country. There will be a demand for increased productivity in both quantity and quality. Central to the solution of the many problems of the 1990's and beyond will be education.

Again from Harold Hodgkinson's paper, "In business and industry ten million workers are taking eighteen million courses a year at a total cost to the companies of at least forty to fifty billion dollars a year. The American Society for Training and Development estimates a high end cost of two hundred billion dollars. Approximately three quarters of the courses are in-house rather than farmed out to educational institutions. Nobody asked business to create this system. They did it out of need."

I ask you to compare this with the figure of approximately fifty billion dollars expended on traditional higher education. There is little doubt in my mind that the time has come to develop a new relationship between private industry and public education which recognizes a better balance between vocationalism and the humanities.

It is in the interest of business and industry to participate in a review and reorganization of generic associate degree requirements. The complex world we live in requires that graduates of two-year colleges be prepared beyond job placement and job competency. A critical need will be for people who have learned how to learn and think for themselves.

Learning new job skills will be an ongoing experience in each person's working career. An example of traumatic change in employment took place some years ago when the meat industry discovered that stripping hides from animals and butchering them for food could be mechanized and automated. The "hog skinners" of Chicago lost their jobs and were advised to learn electronics as a step to new careers. I do not recall reading of a high or even moderate success rate among the large group of employees in the meat industry whose educations were limited and sufficient only for the work they did. Their expectations were for a life-long career

in an important industry. Neither their educators nor their education prepared them for such a radical change of career.

Two-year colleges must reassess their roles and educate for a constantly changing universe of work. Education must include knowledge of the world as it is and is expected to be, at least to the best of our knowledge. Learning how to learn and how to think are important to business, industry, and I might add, government, since managers and supervisors should and do come from the ranks of community and junior college graduates.

The ability to analyze, understand, and solve problems cerebrally rather than by rote, replacement, or hit or miss, is essential to safety, quality, increased productivity, better cost control and, most important of all, employee satisfaction.

Another aspect of a revised curriculum striking a balance between job skill acquisition and the liberal arts is entrepreneurship. Many big businesses and major industries started small, some in a garage. Many new immigrants, especially those from Asian countries, are business oriented and we in New York City see evidence of their industry and hard work in the many neighborhoods of the City. Asian students can be found in all the community and senior colleges which make up the City University.

The same can be said of other immigrant groups and members of minority populations. A broad based education is especially important as ethnic populations change and learn to live together in a democratic society, assume the responsibilities of a free and democratic society, at the same time coping with the intricacies of an increasingly technical complex in its major institutions. This is an area in which private industry must collaborate with public education.

I see the two-year colleges of this country becoming the source of teachers of vocational subjects. As the equipment, machinery, materials, and other accoutrements of the various trades and technical careers become more sophisticated, expensive to purchase and, in fact, rapidly obsolete, community, technical, and junior college shops and laboratories will become the primary sites of job skills preparation and retraining. Job knowledge and theory will gain in importance and a better balance between skills training and liberal arts learning can contribute to a well educated corps of teachers.

It is in this comprehensive environment that future teachers can start their education, an education I might add, which will make for a better supervisor and manager should the student choose that route. Cooperation with schools of pedagogy can be developed easily and, in doing so, offer another opportunity for transfer to a baccalaureate program and continued learning.

There has been a long-standing partnership between industry and education. Industry has supported schools and colleges by donating equipment, sometimes sharing facilities, advising on curriculum, and in other ways strengthening career course offerings.

I believe that industry has recognized the need for the liberal arts. It is now time to support the liberal arts in the two-year colleges. Industrial competition has created automation including robotics, programming of processes, and a dependence on computerization at the sacrifice of human labor. The result is a dehumanization of work. The balance John Naisbitt, Chancellor Murphy, and others have referred to is an attempt to strengthen the humanities in education and to preserve if not restore man and woman as the focus of learning. Vocational and technical learning is not incompatible with the liberal arts. In my view one reinforces the other. It is the liberal arts which are prevocational if one understands the career changes faced by the work force in each person's life time.

Approximately thirteen years from now mankind will enter the second millennium. Historians have been able to chronicle the events which shaped civilization and the various societies around the world. Looking back one can easily see that almost all of the scientific and technical progress made in the past thousand years took place in the last century.

Mankind has seen the Agrarian Age, the Industrial Age, the Age of Mechanization, the Age of Automation, the Computer Age and, underlying most of modern industry and our standard of living, the Petro-Chemical Age. The impact on mankind and the diverse societies around the globe has been enormous and, although mainly unpredictable in its consequences, a shift in economic and industrial leadership is quite apparent. Education has responded to each and, in turn, been influenced by each.

We are about to enter the second millennium armed with hope for and ignorance of the future. No one has the answers, no one can predict the future. Mankind can be certain of only one thing, the unexpected and its attendant problems and challenges. As to their solutions and responses, man has one institution which must be guarded and preserved zealously. That institution is education, and its support and guardianship is the critical responsibility of all who call themselves trustees.

Seeking answers to educational problems will call for deep and serious thought. We must prepare for the future and learn from the past. It is in that spirit that I offer a quote from T.S. Eliot, "Time present and time past/Are both perhaps in time future/And time future contained in time past."

Above all other considerations, however, education must stress the mastery and control of man over technical progress and its resulting forces. He must be free to inquire, to question, to learn and free to choose. The development and freedom of the mind may be the greatest educational challenge of the next millennium.

Community Colleges and the Economic Development of the Rural South

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Editor's Note: This article is taken from testimony given to the ACCT/AACJC Joint Commission on Federal Relations, on November 1, 1986 in Myrtle Beach, South Carolina.

In spite of recent economic gains, the rural South remains one of the most economically deprived regions of the country. Community colleges are uniquely situated to deal or to assist in the economic development of the region.

Much of the substance of this article comes from two reports: (1) *Shadows in the Sunbelt: Developing the Rural South in an Area of Economic Change*, A Report of the MDC Panel on Rural Economic Development, and (2) A Report of the Education Task Force of the Southwest Virginia Economic Development Commission. This Commission was empowered by the General Assembly of Virginia to study methods by which the depressed economy of the seventeen counties and four cities in the Southwestern corner of Virginia may be revitalized.

THE PROBLEM

The economy of the counties in the rural South can be characterized by:

(1) decline in the number of jobs in the textile and apparel industry,
(2) drastic decline in agricultural income and assets,
(3) the addition of new jobs occurring at half the rate as that of metropolitan areas,
(4) high unemployment,
(5) low per capita income, and
(6) low educational attainment.

The economic problems of the region can no longer be solved by industrial recruitment alone. "For the past several years, trends in manufacturing have become increasingly stacked against rural communities," according to *Shadows in the Sunbelt*. The rural South needs to develop new strategies which would include entrepreneurship and local business expansion. "Untapped local and regional markets can also be a valuable source of new employment opportunities allowing local companies to build from existing enterprises."

In its December, 1985 study *After the Factories*, the Southern Growth Policies Board documented changing employment patterns in the rural South. It was found that the fastest economic growth in the South occurred in those counties in which the workers are the best educated. Yet, the workers of the rural South are among the least educated in the nation. Only half of the adults 25 and over in the rural South have high school diplomas.

It is clear that if any economic development is to occur in the rural South the educational attainment of the population must be dramatically increased and the development of local business enterprises must be fostered. The community colleges are uniquely situated to provide adult literacy/adult basic education, and expanded programs for business/industry.

ROLE OF THE COMMUNITY COLLEGE

Adult Literacy/Adult Basic Education

The situation in Wythe County, Virginia is typical of that of the rural Southern county. In 1980, 9,092 (49.9%) of the adults in Wythe County had not earned a high school diploma.

Strong negative social and economic impacts result from these large numbers of non-high school graduates. For example, in 1982 the unemployment rate for Wythe County high school graduates ages 16-19 was 6.4% whereas the unemployment rate for their out of school counterparts who had not graduated was 31%. Current efforts to deal with the situation are not meeting with success. In fact, unless something is done the condition will steadily worsen. In 1983-84, 86 students left school before graduating while 57 Wythe County residents passed the GED.

Shadows in the Sunbelt contains the following recommendations:

(1) adult illiteracy should be attacked as a matter of economic urgency. Illiterate adults should be reached and trained—to improve their job potential to break the cycle of illiteracy and enhance the area's long term growth potential.

(2) dropouts should be vigorously recruited in rural communities and trained by alternative high schools or technical colleges to improve the basic competency, communication skills, job readiness, and entrepreneurial awareness.

According to the Education Task Force of the Southwest Virginia Economic Development Commission, "The Task Force has also determined that at present public schools and certain volunteer groups account for the primary effort in dealing with this problem. The Task Force finds that additional efforts are needed to help combat the significant problem of adult literacy in Southwest Virginia." The Task Force recommended that the five community colleges in Southwest Virginia offer comprehensive adult literacy programs at no cost to the students.

The following assumptions listed by Donald Puyear in the report *Adult Literacy in Virginia* constitute what would be required to provide an effective program of adult literacy training:

- Adult literacy training requires special skills, instructional strategies, and content that is significantly different than those used to teach basic skills to children,

- Any program addressed to adult literacy training must have a very supportive "high touch" atmosphere. Adults who need this training will have many apprehensions and any obstacle (bureaucratic, environmental, social, economical, or financial) will likely cause many adults to avoid a new educational endeavor.

- There are a significant number of persons who, if properly trained and supported, would become effective volunteer participants in the educational delivery process.

- Business and corporate support would likely be an important component in the success of any literacy training program.

- Instructional technology systems that demonstrate enormous potential for enhancing instruction have been developed for the past five years.

- The instructional strategy *must*
(a) be acceptable. The time and place for instruction (community centers, union halls, church basements, workplace, etc.) must be dictated by the needs of the learner rather than convenience of the provider.
(b) Produce measurable results quickly.
(c) Have a high touch atmosphere.
(d) Make the learner take responsibility for learning.
(e) Provide for measuring results. According to Puyear, the Virginia Community College System "is deeply involved in serving the needs of Virginia's businesses and industries. It is experienced at providing adult education. For these reasons we believe that the community college system is uniquely situated to develop and implement an effective instructional strategy to attack adult literacy using (1) *master teachers*, (2) *appropriate instructional technology*, (3) trained volunteers.

It is clear that a major effort must be made to address the adult illiteracy problem in the

rural South and that the community colleges are an ideal vehicle for that effort.

Expand and Coordinate Programs for Business and Industry

Community colleges throughout the country are offering programs which serve the needs of local business and industry. This partnership must be strengthened in the rural South if efforts to develop the region economically are to succeed.

(1) Special training for new and expanding businesses.

When a new business/industry wishes to locate or when existing business/industry wishes to expand, the community college should be able to provide special training for its employees. Wytheville Community College and other community colleges in Virginia and throughout the south offer such programs.

(2) Small Business Assistance Centers

In order to develop entrepreneurship and promote local business expansion, small businesses need resources which are not normally available in rural areas. Small business assistance centers located in community colleges can provide:

- individual business counseling which may include any combination of (a) business plan, (b) market survey, or (c) loan preparation,
- workshops/seminars for small business and/or persons wishing to begin a small business,
- forums,
- a business library,
- audio visual resources,
- newsletters to disseminate business information,
- coordination of technical services such as hazardous waste disposal, instrument repair, etc.

(3) Learning Pavilion

Community colleges in the rural South serve regions which have low population density. Therefore, the geographic area served by those community colleges is frequently very large. For example, Wytheville Community College in Virginia serves a district whose population is approximately 100,000 and whose area comprises 1,982 square miles. Many students must travel sixty miles or more to get to the main campus. Difficulty in getting to the main campus is compounded by the mountainous terrain of the region. In order to compensate for these barriers, WCC, like many rural community colleges, offers classes at regional sites. Offerings at regional sites are severely limited and usually available only during evening hours.

There is a need for the development of learning pavilions located on or near industrial parks within each community college service region. Such learning pavilions would make college programs easily accessible to workers in nearby industries. Each learning pavilion would be staffed by a full time director with clerical help and would perform the following functions;

(a) coordinate the training needs of nearby business and industry,

(b) have classroom and lab space for day and night classes,

(c) provide counseling services for students who live in regions which are remote from the main campus,

(d) provide a site for application and registration of students from outlying areas,

(e) provide classrooms and be a center for adult high school programs and literacy training for areas which are remote from the main campus, and

(f) provide a physical facility for outreach of the Small Business Assistance Center.

ROLE OF THE FEDERAL GOVERNMENT

Titles I and XI of the Higher Education Amendment of 1986 could be used to fund projects which fill the needs described above. Unfortunately, no appropriations were provided by the 99th Congress to support these programs. It has been demonstrated that the projects represent a critical need for an economically deprived part of the country and other sections which have similar economic problems. There is no doubt that state and local governments should take a role in developing these programs; however, the costs are so high that in order for these programs to meet with success assistance in some form will be required from the federal government.

The Future of Two-Year College Alumni Programs

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The purpose of this article is to address the broad picture of alumni program development at two-year colleges and to look at future development. However, before discussing the picture of two-year college alumni programs in the future, it is important to first look at their history and current status. By looking at the history and current status it is possible to better anticipate and plan for the future.

History and the Status of Alumni Programs at Two-Year Colleges

The first organized alumni program is said to have begun in the United States at Williams College in 1821. The development of alumni programs at public community and junior colleges has been a more recent phenomenon since most of these colleges began only in the past 70 years. Because there is little literature available regarding alumni programs at two-year colleges, it is difficult to tell exactly when the first alumni program at a two-year college began.

The subject of alumni programs at two-year colleges is a very elusive one. There is no repository of information about alumni programs at two-year colleges and indeed there has been no major survey or research about the subject. Research for this article has taken the form of surveying available material, gathering information about alumni programs, and by informal contacts with colleagues in the field.

In 1986 the State University of New York's (SUNY) Coordinator of Alumni Affairs prepared a report of observations based on the experience encountered at the 30 community colleges within the SUNY system. He found that four campuses are moving forward very nicely in developing their alumni programs. There are an additional 16 active alumni associations in other community colleges which are described as less successful than these four.

There were several significant observations in this report. One was that "long-term objectives are the only objectives that are successful." Another was that "most colleges and universities fall short in their attempts to establish appropriate goals for alumni programs."

Another important topic of the report was the "discordant relationship between alumni and development." One person quoted in the report describes this relationship as "universal" in higher education. He calls for creativity in bridging the gap between alumni and development. At the same time, he notes it is important to look to alumni for all types of assistance. He speaks to the need to get alumni involved in things other than development well before any broad fund-raising and development efforts are undertaken.

This approach to working with alumni corresponds with the "3-W" approach to working with volunteers advocated by George A. Brakeley, Jr. in his book *Tested Ways to Successful Fund-Raising*. Brakeley speaks of seeking volunteers for their WISDOM, WORK and WEALTH. While wealth should, of course, not be ignored, neither should it be the first priority. Indeed Brakeley suggests that it be the last.

In North Carolina, Robert W. Scott, former Governor and current President of the Department of Community Colleges is actively supporting a state-wide effort to encourage the 58 public two-year colleges in North Carolina to develop their alumni organizations. Such state-wide efforts are limited.

In California, one successful alumni program operates on a student services model, where the alumni organization is a responsibility of the College's Student Services Office. This alumni organization works closely with the college's foundation and institutional advancement efforts. An important aspect of this program is that a successful alumni association needs to involve students in college activities and thus encourage them to continue this involvement once they leave the college.

In many states, alumni programs are the responsibility of the college's Institutional Advancement/Development Office. In this case, the institution's alumni association board works in tandem with the College's foundation board. This is an example of an institutional advancement/development model.

In each of these structures, a very important element of success is the cooperation between alumni programming and institutional advancement in spite of the fact that colleges may have established their programs in different ways.

In South Carolina, five of nine respondents to a survey of the 16 state technical colleges reported having alumni associations. Three others report plans to develop alumni groups. Only two of these alumni associations are currently active in fund-raising activities on behalf of the college.

Assumptions About the Development of Two-Year College Alumni Programs

In the book *Advancing the Two-Year College* published in 1982 by the Council for Advancement and Support of Education (CASE), little attention is paid to the subject of alumni programs. In a discussion of why two-year public college alumni fund-raising efforts have not been "spectacular" one author states:

1. Community colleges are relatively new and their graduates have not been in the work force for a sufficient time.

2. Alumni who transfer tend to support the four-year institution.

3. Community colleges have not made a commitment.

Let's take a closer look at these statements

Item 1

True, community colleges are a relatively new phenomenon. Many began in the boom years of the mid to late 60's. However, many are older. The City Colleges of Chicago began in 1911. And, many colleges in Mississippi and California began in the 1920's.

Even when speaking of the newer community colleges, their former students have been in the work force for at least twenty years. To say that alumni have not been in the workforce for a sufficient time may have been true in the mid-70's for colleges begun in the 60's but it is invalid today. It is even less true, of course, for those colleges begun earlier in this century.

Indeed, many of those who attended two-year colleges in the 60's would now be in the 35 to 40 year-old range, moving toward their peak earning years. They have moved beyond the age of 35 when, according to a recent Independent Sector report of "The Charitable Behavior of Americans" they give more to charity than those who are younger. Students who graduated before the '60's would of course be older—in the 50 to 70 year range—the time for peak contributions.

Beyond their increased ability to give, former students can contribute greatly to a college's career counseling and job placement programs. Many are likely to hold positions of authority in business and industry. They can help with job placement and cooperative education.

Further, alumni in the work force are very good candidates to serve on curriculum advisory committees. Their expertise in various disciplines should be welcomed. Alumni can also be important assets to college's government relations and legislative efforts.

The Independent Sector report shows that most Americans think charitable giving is an important responsibility. It also points out that two out of five say they neither contribute enough money nor volunteer enough time. Many said they would increase the amount of money they give to charitable organizations and causes *if they were asked to do so.*

Another important factor to consider in this discussion about volunteer effort and fundraising is the fact that once people begin to support an organization they continue to keep that organization on their giving list. Colleges need to get their alumni involved in their work. If they do not, some other organization will.

Item 2

With respect to the assumption that students who transfer tend to support the four-year institution, I ask, "How do we know this?" True, in the history of two-year college education, there has been considerable emphasis on transfer programs. But hard facts confirming that graduates automatically transfer their allegiance to their four-year institution have yet to be generated.

Another important point related to this assumption is that there are millions of two-year college graduates—approximately four million associate degrees have been conferred since 1976. No data exists on how many of these students seek advanced degrees. If two-year college personnel really believe they have provided a service to these students, they should not hesitate to think those who have benefitted from this service would appreciate the experience.

Item 3

The statement that community colleges have not made a commitment to alumni programs is unfounded. Interest, in fact, has never been higher.

Seventy-five representatives of two-year colleges have participated in The Junior and Community College Institute Alumni Workshops. Fifty-three college professionals attended a recent alumni conference at Burlington County College, NJ. And, nearly seventy persons participated in the College of DuPage's 1982 Alumni Association Conference. This shows a growing commitment to developing alumni programs.

Where Do We Go From Here?

Four-year colleges have had alumni programs for many years. These colleges would not have been in the business of alumni college development for the last 150 years if they hadn't found benefits from such development. Two-year institutions now see similar benefits from developing alumni programs.

Two-year colleges differ from four-year institutions and the method of developing alumni programs at two-year colleges may also differ. Some of the operating principles for alumni development for four-year colleges—such things as athletic clubs, support of sororities or graduating classes, and the camaraderie established in a residential setting—are things which may not be available at some two-year colleges. Alumni groupings at two-year colleges are frequently based on discipline and programs rather

than by class. The fact that many community colleges are just that, community based, also is different from the four-year college's residential situation. In the future, two-year college alumni programs will likely be organized differently from those at four-year colleges.

An important step for community and junior colleges in the next few years is to show college administrators the importance of support for alumni program development. Presidential and board support for such an effort is crucial to the success of alumni programs. Without this commitment, the chances of the necessary long-term success of alumni programs is diminished. Boards of trustees and college presidents need to understand that alumni program development is a long-term investment. Without such top level support, the alumni programs in the 1990's will struggle to be successful.

The picture of two-year college alumni programs in the 1990's will be a varied one. Community colleges represent several unique types of institutions. There are multi-campus urban institutions, and large and small rural institutions. There are colleges organized into state systems, and there are those funded by individual counties or by a combination of state, county and local jurisdictions. There are comprehensive community colleges and technical institutes and colleges. Alumni programs at these colleges may vary but the principles of alumni development at them will likely be the same.

Establishing alumni programs is not an end unto itself. The programs are a means to an end. The goals of an alumni program will vary depending upon the institution and the length of time the institution has had an alumni program. Some schools may need alumni support in working with area business and industry. Others may need support in working with students. Still others may need support to influence state legislators to adequately support community colleges.

Indeed, in the state of Michigan today, where Governor Blanchard recently vetoed an increase in community college budgets, the community college leadership might be very happy to have the support of the many alumni who have attended that state's 35 two-year colleges. And, in New York the fact that an alumnus of Dutchess Community College's evening division is Chair of the County Board of Representatives may bode well for the community college. In New York State this Board has the greatest legal authority over budgets and operations of local community colleges.

Clearly, alumni can provide necessary leadership and volunteer support to colleges' development and legislative efforts. In the 1990's, two-year college alumni will hopefully be better organized to provide such support.

A recent U.S. Department of Education Center for Statistics' report, shows that for 1983-84 two-year public colleges received just 11% of their revenues from private gifts and grants, endowment income, and income from auxiliary enterprises and independent operations. This is compared to an average of 26.7% for such revenues at all other types of institutions of higher education. In the private sector, two-year college revenues from these sources represented 28.8% of total revenues. This compared to 43% of revenues for other institutions.

Developing strong alumni networks should enhance fund-raising instruments such as the annual fund campaign. This fund-raising instrument relies on continuous broad-based support. Alumni networks should also be important bases for periodic capital campaigns. Several public community colleges have recently undertaken capital campaigns. In the 1990's many more two-year colleges will likely have annual campaigns and capital campaigns.

A term often used concerning annual campaigns is "living endowments". It represents the concept that money contributed

each year by supporters of an organization takes the place of the income generated by an organization's endowment should that organization have an endowment. An example is that the $100,000 raised by an organization's annual fund drive is in place of the same amount that would be available if the organization had a $1 million endowment producing income at a rate of ten percent per year.

The relatively new junior and community colleges of this country do not have the significant endowments other institutions of higher education can claim. Until two-year colleges establish and build their endowment programs, it is suggested that two-year college alumni may be some of these colleges' most significant living endowments.

The American Alumni Council's specific directions for emerging alumni programs are that colleges need to: 1) identify alumni; 2) interest them; 3) involve them; and finally; 4) move them to invest in the college. Two-year colleges would be wise to follow these directives as they establish their alumni programs and cultivate one of their most valuable resources—their alumni.

Articulation of Secondary and Postsecondary Vocational Programs

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Russell and Judd in 1940 stated that:

> The American child begins his formal education in a German kindergarten, then moves up into a Prussian elementary school, from which he progresses to the essentially American junior or junior and senior high school, and possibly on to the originally English college and finally the German graduate school (p. 554).

More recently, Carr (1977) contends that when we "add to this assemblage of educational institutions the junior college, the community college, the comprehensive community college, the senior college and the university, articulation at all levels becomes at once highly improbable but absolutely necessary" (p. 130).

According to the *New World Dictionary*, "Articulation" is defined as: (1) joining or being joined, or (2) the way in which parts are joined together. An "Articulator," therefore, is defined as a person or thing that articulates or joins together the various parts.

Articulation as it relates to education has been defined by Kintzer (1970) as the activities and interrelationships between schools and colleges, quasi-educational institutions, and other community organizations which affect the movement of students. Considering education as a continuum that transcends organizational units, the primary focus of articulation is on facilitating and improving the transition or progression of students through educational levels. This progression may be vertical or lateral and must prepare the students for entry into a meaningful, productive social role (Carr, 1977). Articulation then may be viewed as an important vehicle in the unification of a disjointed system.

Articulation is not a new idea. Whitlock (1978) outlines articulation efforts within educational settings as far back as 1920. In the 1950's the College Level Examination Program (CLEP), an advanced placement program, was started. Since that time such programs have evolved as a means of providing educational challenges for hard-working highly motivated high school students. Traditionally, programs were developed in academic disciplines which related to preparation for the four-year degrees. With the emergence of high technology, the need has become evident for this option within vocational education. This article describes the results of one college's efforts to develop such an approach and provides an example of adapting current methods and resources to meet the challenges posed by the educational system as it presently is structured.

Traditional Approaches

Traditional advanced placement methods include the testing programs of the College Entrance Examination Board and the College Level Examination Program (CLEP). Both of these concepts lend some elements to a vocational application.

The College Entrance Examination Board generally defines college-level learning experiences for high school students as honor

classes, strong regular courses, and independent study. High school students participating in an advanced placement program during high school or who have developed an equivalent background through self-initiative are able to take tests offered by the College Board each year during the month of May and have the scores reported to the three colleges of their choice. Yakima Valley Community College in central Washington State participates in this program and grants credit in the areas of Biology, Calculus, Chemistry, English, and Physics.

The College also is involved with the second approach, the College Level Examination Program. CLEP examinations are based on undergraduate courses offered during the first two years of college study. They are developed by college instructors for the purpose of awarding college credit. Similar to end of course examinations, CLEP tests demand comprehensive subject knowledge and, upon successful completion, yield college credit. CLEP exams are available in over 50 college subjects at Yakima Valley Community College.

Advanced Vocational Placement

Though the early focus of advanced placement programs was on academics, vocational-technical educators in the 1960's began to utilize the concepts that had been developed, and successfully articulated business and technical programs between high schools and two-year colleges (Brick, 1967). In a survey by The National Advisory Council on Vocational Education (1976), fewer than 40% of the states which responded had articulation agreements between high schools and colleges. Bushnell (1978), in a study of state advisory councils, found that "program articulation is viewed by some as simply enlightened self interest" (p. 23). He concluded that programs which have survived and been the most successful are those which emphasized voluntary inter-institutional cooperation and provided for the mutual benefit of cooperating partners.

Yakima Valley Community College is a leader in the articulation of vocational programs through cooperation. Most existing articulation models between community colleges and high schools provide for a two way flow of information relative to curriculum, finance-politics and advice but have limited student movement to a single direction, from the high school to the community college (Carr, 1977, p. 134). Yakima Valley Community College utilized this model but has included the important element of two way student movement as one aspect of its articulation efforts with high schools.

This two way student movement concept can be understood by viewing the overall articulation process as illustrated in Figure 1 (see next page). The participants in the process are Yakima Valley Community College, a number of area high schools, and the Yakima Valley High School Vocational Skill Center, which is run by a consortium of area school districts. Classes are offered at the Skill Center and both high school and college students attend. The curriculum has been carefully articulated and approved by the curriculum review processes of both institutions. Teachers meet the certification requirements of both systems.

High school students have multiple options relative to advanced placement programs. A unique aspect of this arrangement is that the certificate received by high school students upon completion of the selected programs will constitute advanced standing in a two year AA degree program at the community college. Community college students also have the opportunity to enter the cooperative certificate programs jointly operated by the college and the Skill Center. The advantage to this arrangement is that the college can expand a vocational offering despite the constraints of budget and availability of high tech equipment. The result is a vocational advanced placement option using some of the concepts of the traditional approaches of the College Level Examination Program and the College Entrance Examination Board.

YAKIMA VALLEY COMMUNITY COLLEGE
ARTICULATION MODELS

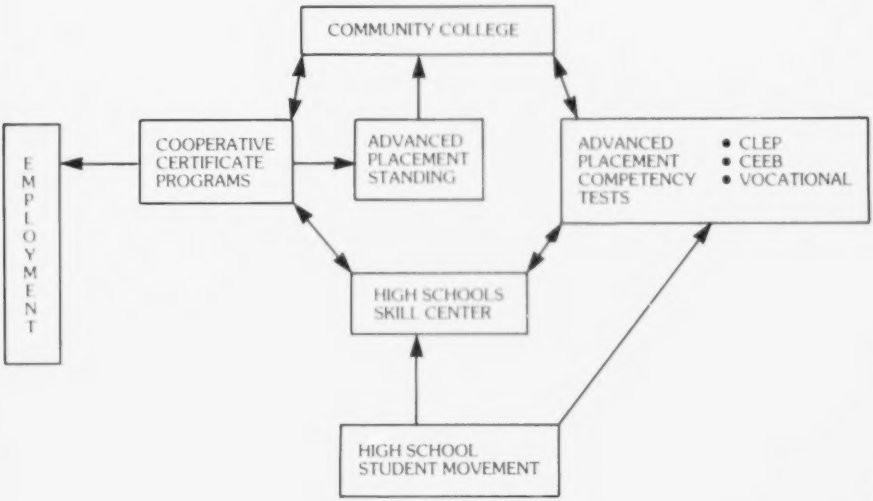

FIGURE 1

Specific vocational placement options under this articulation plan presently are provided in Automotive Technology and Secretarial and Office Occupations. Instructors and vocational administrators from area high schools and the Yakima Valley Community College were involved in the course selection and agreed upon the components of the advanced placement testing. The tests are offered every spring. Performance standards are determined by the unit faculty and approved by the administration. Up to eleven advanced placement credits are possible. Students submit their certificates of completion to the college registrar at the end of their first successful quarter of community college study in the specific technical area. The credits are then added to their transcripts at no additional cost to the student.

The benefits of this process are:

- Highly motivated high school students do not have to repeat course work when competency exists.
- High schools are recognized for their quality programs.
- Vocational programs which are impacted by technological advances can expand without lengthening the overall degree requirements.
- High schools can begin to structure their programs to meet competency requirements of advanced placement tests.
- Increased interaction occurs between high school and community college faculty and administration.
- Cost of education to the student is reduced.

Conclusion

Secondary-postsecondary program articulation has been around for decades but it is now entering a new cycle. This present cycle is driven by economic realities, reform studies, and new technology demands.

Certain elements must exist to establish a successful program and these elements must be centered around good relations between local education entities. The result is co-operation based upon mutual benefit, a factor which then fosters support from the political elements at the state and local levels.

Finally, successful programs appear to have several additional common elements. They include:

- Commitment from the top echelon of the partner organizations,
- A designated articulator,
- Early faculty involvement,
- Relationships between partners based on mutual benefit and trust,
- Good communication between partners,
- Common focus on mutual goals rather than individual goals,
- Competency based programs,
- Clearly written articulation agreements.

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Public/Private Partnerships: Computer Programmer Training for the Disabled

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Disabled persons as a group have the highest unemployment rate of any identifiable class of citizens in the nation. There are 42,450 disabled persons in Orange County, Florida, according to a 1980 Department of Transportation study. Of that number, 60% of working-age disabled are unemployed. When the severely disabled are studied as a group, the figures are staggering.

In 1982, Beverly Chapman, who was then serving as Executive Director of the Center for Independent Living in Central Florida (C.I.L.), approached Gary Hollingsworth at Valencia Community College to help solve this problem. It was natural for Beverly to approach Valencia to start a computer programmer training program for severely disabled persons. In fact, the college has a long-standing commitment to community renewal. Five years earlier, Valencia had been instrumental in helping Beverly establish the C.I.L.

In response to this community need, Valencia Community College, the IBM Corporation, and the Office of Vocational Rehabilitation in partnership with Orange County's Job Training Partnership Act Program, and over 20 major Central Florida corporations teamed up to provide job training and placement for severely, physically disabled persons as computer programmers.

The Computer Programmer Training for the Disabled program of Valencia Community College's Open Campus marshals the efforts of training, rehabilitation, and business resources in Central Florida to offer training opportunities to severely disabled individuals in computer programming. The program serves the community by turning tax users into tax payers, assists business and industry by providing a well-trained human resource to fill the many job openings in this rapidly expanding field, and serves disabled persons by providing them with opportunities for challenging and fulfilling lifetime careers.

The program has four major ingredients—a Business Advisory Council (BAC), severely physically handicapped students, a proven computer programming training method, and ultimately, jobs.

The Business Advisory Council is made up of 40 data processing professionals who are responsible for hiring, training, and managing their companies' computer programming personnel and who are instrumental in the program's success.

Their role is four-pronged:

1. To help establish meaningful standards for student selection and to help interview and screen students.

2. To advise on appropriate curriculum and course material.

3. To evaluate the performance of students through certification and graduation.

4. To help place students in jobs by offering special interviewing technique training and other job-seeking skills and by identifying potential employers in the community.

Clearly, BAC member participation assures future employers that graduates receive data processing training which meets current industrial standards and localized needs.

The key to a successful program is high placement.

The Orlando metropolitan area suffers from a shortage of well-trained, entry-level computer programmers. Thus, the program fills this immediate, critical need.

The employer also benefits by hiring disabled graduates because of assurances not typically enjoyed when hiring other new employees.

- The internship portion of a student's training allows companies to see firsthand how compatible the prospective employee-company relationship will be before hiring occurs.

- Students demonstrate a proven attendance record through the training program.

- Vocational rehabilitation and program staff are available for any follow-up consultation after job placement, should that be needed.

Finally, the company may reap special financial benefits from hiring disabled graduates:

- Placement helps fulfill Affirmative Action Plan requirements.

- Companies may qualify for targeted jobs tax credits of 40% of the first year's wages.

- Studies show that disabled employees have lower turnover, tardiness, and absenteeism rates than the average worker population, again resulting in company savings.

Twenty severely disabled individuals are selected for the program each year. Since computer programming is almost entirely a mental process, computer training and jobs are suitable for most physical handicaps—cerebral palsy, spinal cord injuries, visual impairments, orthopedic limitations, and cardiac, respiratory, or other conditions.

In addition, selection is based on students meeting at least minimum entrance requirements:

1. Above average intelligence.

2. Twelfth-grade reading comprehension levels.

3. Aptitude for programming, as measured by standardized tests.

4. Other qualifications such as motivation, emotional stability, self-discipline, acceptance of disability, work tolerance, and prior work history.

In addition to the standard selection criteria, the students have many other things in common. Most have been told that they were unemployable; many have searched for a job for years facing one rejection after the other; most see this program as their last chance—their only hope; and they all want to be a success "so bad they can taste it."

Bill is a 27-year-old married quadriplegic, who says, "before this program I felt trapped in a long tunnel with no way out, now I can see and it's getting closer all the time."

Ed is legally blind and has cerebral palsy. He is 30, married with one child, and another expected in June. Even though Ed has a degree, he has been unable to find even an entry-level job. Out of frustration and a strong sense of independence, he and his wife started a business cleaning offices in the evening to get by. He leaped at the chance to apply for this program. It has given him a chance to use his best asset—his brain.

Helen is 36 and has Guillain-Barre syndrome. She is a single parent with a three-year-old son; Jeremy is her life. Having been on welfare for several years, Helen knows that through this program she can give Jeremy the life she dreams of for him.

The benefits to students are outstanding.

Foremost is that computer programmer training spells excellent employment prospects for students—both upon graduation and later on.

- It involves a relatively short-term commitment with long-term results. Classroom and practicum training takes only eleven months, compared to a typical four-year undergraduate degree program.

- With relatively high starting salaries, the disabled graduates can look forward to independence with their first job, generally immediately upon graduation.

- Finally, the career field is an expanding one, promising opportunities for upward mobility in the future.

Since February, 1983, Valencia has offered a full-time, 11-month course of study in computer programming for the severely handicapped. The training consists of nine months of classroom work and a two-month internship within industry. Instruction is provided by a combination of classroom lectures, workshops, laboratory activities, and on-the-job experience. Students learn in a simulated business environment.

The program has graduated three classes with 100% of the graduates offered jobs in the computer industry, with salaries ranging from $18,000 to $24,000.

The most significant ingredient in Computer Programmer Training for the Disabled is the complete involvement of the Business Advisory Council in the program's decision-making process. BAC members devote at least one and one-half days a month to help train severely disabled persons as entry-level programmers. Some devote three or four days a month to work as tutors, evaluators, and consultants. The college operates the program in a businesslike fashion in partnership with industry. The Business Advisory Council is involved in every major decision regarding the operation of the program.

The Student Selection Committee interviews applicants and reviews application credentials to recommend students for admission to the program.

The curriculum is developed by members of the business community through the Curriculum Committee, which polls local companies to ascertain which programming skills are required. Competencies based on these skills are developed and instruction is delivered in a simulated business environment by instructors with extensive programming experience in industry.

The Evaluation Committee invites local information system professionals to participate in three periodic, formal, student evaluations that assess student progress and act as a feedback loop for refinements in curriculum design and instruction.

The Internship and Placement Committee helps acquaint the students with the employment market and assists them in developing job seeking skills including interviewing and preparation of resume's and applications. The committee helps place students in two-month internships in local data processing facilities. Members of the Internship and Placement Committee secure internships within BAC member companies and other companies in Central Florida that participate in student evaluations. They are in a unique position to vouch for the high quality of the students' training because of their involvement in its development and evaluation.

The ability to write a computer program is not something that is easy to measure. Even

with the program's extensive selection criteria and process, the experience of IBM tells us to plan for a 33% attrition rate. The evaluation process provides an assurance that students do not complete eleven intensive months of training only to find themselves without the necessary skills for employment. It also provides an assurance to potential employers that the program's graduates are ready to take their place in industry. In the three formal evaluations that are held, each student must undergo a 90-minute oral examination with a team of four data processing executives. Those executives give feedback to the Evaluation Committee and, based on that information as well as on staff input and test scores, the Evaluation Committee makes recommendations to continue, drop, or obtain tutoring for each student.

There were 19 students in CPTD's first class (1983-84). One hundred percent of the graduates were offered jobs. In addition, the program was instrumental in placing students who did not succeed as programmers in other hi-tech jobs. It is estimated that each severely disabled person requires an average of $12,000 worth of public assistance benefits each year. To measure the financial benefits of this program, one only needs to multiply the 15 placements by the $12,000 worth of public assistance they will no longer need, or $180,000 each year, which calculates to $7,200,000 over a 40-year working career.

Computer Programmer Training for the Disabled is currently training its fourth class. From a field of 21, 14 remain; four left for health reasons, the other three didn't have the logic necessary for computer programming. During the months of May and June, they will serve as interns in many of Central Florida's most outstanding companies. We fully expect 100% placement.

When data processing executives are recruited for the BAC, they are asked to give their expertise and time. What the college has learned, however, is that because the BAC members feel responsible for the success or failure of each student, they develop a real sense of ownership and pride in the program, which leads them to commit their own personal and professional resources.

Computer Programmer Training for the Disabled funds its operation through tuition arrangements with the local Vocational Rehabilitation office, the Job Training Partnership Act and the Florida Division of Vocational Education, which provides a grant for some personnel and equipment. In addition to these resources, members of the Business Advisory Council have contributed much more to the program than their professional expertise. The value of equipment, supplies, and personnel that have been donated by business and industry thus far totals over $350,000.

AT&T Information Systems has furnished the use of two terminals and a control unit and provided a full-time instructor for five weeks. IBM coordinated the installation of all equipment and provided technical manuals at no charge. Martin Marietta Data Systems contributed free access to their central processing unit—an item worth in excess of $30,000 annually. In addition, Martin Marietta has given $35,000 cash to the program. Moore Business Forms equipped the program with computer paper and office supplies. Red Lobster of America provided terminals, staff to evaluate student test scores, and guest lecturers. Sun Bank Service Corporation contributed terminals, lecturers, tutors, and technical assistance. Walt Disney World printed the newsletter, furnished lecturers and tutors, and developed a professional quality slide-tape production and donated the projection equipment to the college. Westinghouse provided all of the office and classroom furniture, as well as lecturers and tutors.

In order for a program like this to succeed in a community college, college administration must be willing to be flexible. Some examples of actions taken that are exceptions to these colleges' regular practices include:

- The curriculum was established by the BAC Curriculum Committee after a survey of area businesses that hire programmers.

- The salaries of the instructors were not taken from the salary schedule, but rather were established by a vote of the BAC. Because of the high salaries that expert programmers command, the BAC knew the college would have to pay far more for the programmers from industry that they were trying to attract as professors.

Some of the obstacles the program staff encountered were resentment by some of the data processing faculty, difficulty with the fiscal office, a shortage of classroom space that could be dedicated to the program, and an unwillingness of the personnel office to approve set salaries for professors.

The program is different in many ways:

- Students must meet entrance requirements

- Students are selected on a competitive process

- Classroom space is dedicated

- Students each have their own terminal

- Students have access to the mainframe computers at Martin Marietta Data Systems

- Instructors are selected for computer experience regardless of degree attained

- Curriculum is designed by business leaders

- Students are taught in a simulated business environment

- Students must look and act professional, with men wearing ties and women business clothes

- Students are assigned committee work, such as production of the *HI-TECC NEWS* to learn to work as a team, meet deadlines, and effectively communicate in writing, etc.

- Students are evaluated by the data processing community

- Tuition is $9,000, which is subsidized by Vocational Rehabilitation and the Job Training Partnership Act

- The Internship Placement Committee develops internships for each student in companies that have openings to absorb the students, should the internship be mutually successful

With much public relations work and persistence on behalf of the staff, all the major obstacles were resolved and the program has become a national award winner for Valencia.

Cultural Pluralism as a Means of Reclaiming a Legacy

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"I too, sing America, I am the darker brother. I, too, am America."
Langston Hughes

Introduction

We live in a time of reaction against the "non-traditional era."[1] During the past decade, we have witnessed an extraordinary number of studies and reports criticizing educational theories and practices that emerged in the 1960's and 1970's. The most significant reports, summarizing salient points of current criticism are *A Nation At Risk* (1983), and William Bennett's *To Reclaim A Legacy* (1984). The later work calls for a restoration of the liberal arts or humanities in today's college and university curriculums. This paper underscores the mandate while arguing at the same time the need for restoring the liberal arts on a different basis: within a cultural pluralistic framework.

Bennett's *To Reclaim A Legacy* is indeed an academic *tour de force*. He laments the tremendous decline of instruction based upon the great books of the West. His argument is one of the major themes in the educational controversy of the 1980's.[2] In his opinion, the humanities curriculum that existed in the 1950's and earlier should be the basis upon which the restoration should take place. In his introduction, Bennett stated: "Although more than 50 percent of America's high school graduates continue their education at American colleges and universities, few of them can be said to receive there an adequate education in the culture and civilization of which they are members." Based upon the evidence he compiled, he issues the call for restoration.

Many educators agree with the call to restore the liberal arts or humanities (these terms are here used interchangeably) to a central place in the curriculum. While there is general agreement regarding their restoration, the motives for suggesting this implementation are manifold. Indeed, we have three general schools of thought or three different types of curriculums being recommended: A traditional curriculum, a traditional curriculum that focuses on modern problems, and one extended to include what is called ethnic studies. The latter two groups are strongly critical of the Bennett or traditional approach. In fact, some educators label Bennett's crusade a form of "Reaganism." "Is the coming into fashion of the great books after years of comparative neglect," asks Peter Augustine Lawler, "a sign of political reaction, a scholarly version of the uncritical traditionalism, or fundamentalism by the Moral Majority?"[3] Donald Eastman, the Executive Assistant to the Chancellor of the University of Tennessee at Knoxville, labeled the new crop of critical reports "myopia."[4] Irving Howe in similar fashion to Lawler, made this observation:

> Today, in our cultural experience, the conservative outlook seems dominant or at least increasingly powerful. What that actually means is:
> —a fairly rigid antipathy as critical of established opinions or institutions;
> —an uneasiness with and sometimes distaste for minority subcultures: blacks, women, gays;

> —a readiness to celebrate the innovations of yesterday...while responding somewhat irritably to innovations that might thrive tomorrow.[5]

This quote from Howe clearly defines what Lawler calls "Reaganism". Bennett's book, the intellectual expression of this ideology, is characterized as narrow-minded and immoral. Perhaps it is safe to conclude that "academic provincialism" is a more accurate label for the Bennett approach. Notwithstanding Lawler's harsh criticism of Bennett's thesis, he is excited about the move to restore the liberal arts. He wrote:

> ...There exists among our scholars and intellectuals a confidence in their capacity to generate through thought, unprecedented innovations in both theory and practice. There seems to be no need to consult the experience of the past, because human freedom unfolds itself in history. Today, it is widely believed, we simply know and can do more than ever before; our experiences are radically new. *The possibilities for liberation are unparalleled* (emphasis mine).[6]

As far as Lawler's idea of the possibilities for liberation is concerned, there is no gainsaying the fact that the purpose of the liberal arts is to effect human freedom. Indeed, the word liberal comes from the Greco-Roman world *Liber*, which means free. But the real difference between Bennett's and Lawler's ideas and the approach here advocated is that both fail to focus on past, present and future as an integrated whole. Indeed, we are constrained to ask: Was human life better when the traditional humanities held hegemony in college and university curriculums? Will a curriculum that focuses on the present and the future, and that ignores the past, meet our needs? The answer is not necessarily reassuring.

In developing his thesis, Bennett fails to ask why such dreadful human exploitation exists when his Great Books were being read. We cannot deny that the Great Books contain some of the best insights into the human condition and, perhaps, excellent remedies for man's problems. Community college humanists have made this argument. Benjamin DeMott, for example, told us that we are in great company when we "read Shakespeare, Wordsworth, Hardy, Turgener, among a hundred who might be named." Then he concluded: "What we have of fraternity, what we have of hope, is owed in significant part to them."[7] But as we stated above, the history of human cruelty demonstrates that this is not enough. On this subject, Elie Wiesel perhaps best explains the problem. Writing in *The Sacramento Bee*, on January 4, 1987, he said of the Holocaust: "Remember: Those who killed were highly intelligent people. But the moral element was not inherent in their knowledge."

If the Bennett approach is viewed as too narrow, the felicitous frame of mind of those who see "unparalleled possibilities" in the subject matter of recent history ignore the real significance of the past. In fact past, present and future must be viewed as an integrated whole, thereby giving coherence to the human experience. This is at least the view of the country's largest community college association. The AACJC Board of Directors, in an April 2, 1986, policy statement wrote: "The humanities always has as its fundamental objective to reveal that which is significant about human life—past, present, and to the extent possible, the future."[8] This writer agrees with the AACJC's position.

Viewed from this vantage point, the "Great Books" of the West represent a racial and cultural myopia that has accented indifference rather than, as it were, pragmaticaly wrapping together the various cultures and people that live in what is called the West. And the futurist approach that ignores the past is not likely to be satisfying. This article argues for a cultural pluralistic approach for reconstituting the humanities in the community college curriculum as a means of

achieving this goal based upon the AACJC's concept of blending time. For nearly three decades, writers have warned that failing to achieve the great objective of cultural integration would perpetuate the wrongs of the past.

The Multi-Cultural Principal

James Baldwin's famous 1963 "A Talk To Teachers" can be viewed as a call for instituting what is called "black studies" and as a basic challenge to reconsider how we have organized knowledge about the human experience. He told the teachers:

> It is not really a Negro revolution that is upsetting the country. If, for example, one managed to change the curriculum in all schools so that Negroes learned more about themselves and their real contributions to this culture, you would be liberating not only Negroes, you would be liberating white people who know nothing about their own history. And the reason is that if you are compelled to lie about the aspect of anybody's history, you must lie about it all. If you have to lie about my real role here, if you have to pretend that I hoed all that cotton just because I love you, then you have done something to yourself. You are mad.[9]

Thus, Baldwin spoke, as it were, of the fallout of what is called a racist intellectual heritage. And racism must be viewed as a part of our intellectual heritage as well as the grimy business of lynching a rape suspect.[10] Gerald W. Haslam, in his book *Forgotten Pages of American Literature*, calls this phenomenon literary bigotry. "American literary scholarship," Haslam declared, "has traditionally tended to reflect the social and racial prejudices of the nation's dominent white majority and, in so doing, has denied the efficacy of values reflected in the forgotten pages of our national literature."[11] There is at least one direct statement from a prominent European writer that provides evidence for Haslam's theme. Maculay, writing a review of Moore's life of Byron, expressed an amazing attitude towards literature. "Othello," he wrote, "should not be the hero of tragedy, for a hero ought always to be white."[12]

The solution here is to enlarge DeMott's list of the other "hundred who might be named" to include voices from the Third World. In short, the future cultural health and peace of mankind may depend upon the formula selected for restoring the humanities. If the best of thought of all races, creeds and genders can be blended harmoniously with the Great Books, then perhaps mankind can forge a new tradition.

Directly stated, cultural pluralism must become the principal upon which the curriculum in American colleges and universities is rebuilt. Irving Howe, in a dramatic plea for pluralism, focused on the great racial duotypes of our literary heritage to accent his point. "I think this is a moment," he declared, "to invoke the tradition of fraternity and embrace Huck with Jim, Ishmael and Queequeg, opening once more upon dramatic vistas."[13]

Howe's plea, while starting us in the correct path, is only *part of the solution*. The characters he mentioned are the products of white writers. This article calls for the inclusion of Third World writers into our tradition. This point was made dramatically by the *San Jose Mercury News* in an August 3, 1986, editorial entitled "DuBois, Not Just Dickens," commenting on Eastman's criticism of the Bennett thesis entitled "National Myopia,":

> Look around. California is a state of many people, many colors, many cultures. And yet college courses often do not reflect the diversity of our society, nor prepare students to live in a world where white is not always right.
>
> As the "excellence in education" movement pushes colleges to raise standards

and demand rigor, it should also push for a broader view of what constitutes a quality education.

Gerald W. Haslam's *Forgotten Pages of American Literature,* written nearly two decades ago, argues convincingly that failure to combine DuBois and Dickens could have tragic consequences:

> What is most tragic is that literary narrowness is self-perpetuating, with each generation of students largely unaware of the eclectic richness of their own nation, and consequently indisposed to look beyond the confines of the dominant culture's experience in search of literary arts. In such a situation, members of a minority group tended to achieve whatever degree of public success they might on terms of the majority or not at all.[14]

Haslam goes on to present us with both narrative and examples of great literature from American Indians, Blacks, Hispanics, and Asians.

Perhaps we have already had a propitious beginning. First, support for this point of view is intrinsic within our intellectual heritage as well as in the current literature on the needed educational reform. For example, Cardinal Newman's idea of an educated person is one able to relate to fellow human beings outside of his/her culture.[15] Carl Van Doren calls this concept the "skills of being".[16] Likewise, modern advocates for educational reform are also accenting the need for the "skills of being". Ernest Boyer, for example, in developing his community college agendas for the future stated that, "Our colleges are bankrupt if our students understand their own individual talents and see no connections to their fellow human beings, both in this nation and around the world."[17] In short, if we take the arguments on the ends or purposes of the humanities to their logical conclusion, then the approach recommended here seems logical. How can a student relate to fellow human beings outside of his or her own culture or develop connections with those people if he or she does not understand the history and culture of that group?

Second, Third World writers, of all groups, have joined that stellar group of scholars that have earned Pulitzers and Nobel prizes for practicing their art. The most recent occurred in the fall of 1986. In October, 1986, papers around the country announced that the 1986 Nobel Prize winner for literature is a Nigerian. "Wole Soyinka, 52, a master of poetic drama who writes in English, is the first African to win the literature prize in the 85 year history of the Nobels."[18] In sum, there exists a very large body of great literature written by ethnic minorities upon which educators may draw for instruction. All that is needed is the will and dedication to integrate these bodies of knowledge.

Recommendations

Thus far this article has focused on a different approach for restoring the humanities in community college curriculums. Hitherto, the tone has been idealistic. As is always true, ideas have to be brought down to earth. What can we do to put us on the road to achieving this lofty goal? The following recommendations are aimed at eliciting discussions of the *how:*

1. The largest and most influential community college organizations—the AACJC and the ACCT—should work with the National Endowment of the Humanities on setting up workshops across the country for faculty and administrators to attend, and under the direction of competent leaders design curriculum aimed at integrating the literary and historical themes of the peoples of the globe. The process used during the late 1960's when the Department of Education aimed at organizing curriculum to include blacks is a good model. The participants were given a stipend for attending.

2. While the national organizations should take the initiative in addressing this problem, reforms can only be made on the various college campuses. Accordingly, college administrators and faculty leaders should initiate changes on their own campuses.

3. Universities and colleges should consider organizing their curriculums in such a fashion that their graduates will possess a positive attitude towards the approach here recommended. This is particularly true of those disciplines in the Social Sciences and the Humanities.

4. Rewards should be provided for faculty persons who have on their own changed both methodology and course content, thereby integrating their courses.

5. Finally, community college educators who are interested in reforms in the humanities should start by studying the present state of that area. One document that all educators ought to read is Arthur M. Cohen and Florence B. Brawer's recent article, "The Collegiate Curriculum in Community Colleges."[19]

The goal of curricula organized around cultural pluralism would help us immensely in our quest for an enlightened America where our students would recognize that the races of the world are an integrated whole. We would then be producing students who would read Dickens, DuBois, E. Scott Momaday, Wole Soyinka and Betty Lee Sung. Then we would feel comfortable with a tragic hero who is an Indian or Asian. If our students have this kind of a perspective, then the Langston Hughes "I Dream A World" may indeed become our creed:

I dream a world where man
No other man will scorn
Where love will bless the earth
And peace its paths adorn.
I dream a world where all
Will know sweet freedom's way,
Where greed no longer saps the soul
Nor avarice blights our day.
A world I dream where black or white,
Whatever race you be,
Will share the bounties of the earth
And every man is free,
Where wretchedness will hang its head,
And joy, like a pearl,
Attend the needs of all mankind.
Of such I dream—
Our world!

FOOTNOTES

[1]Lewis Mayhew, *Legacy of the Seventies;* San Francisco, 1977, pp. 63-68. He used the phrase to describe the educational currents of the late 1960's and early 1970's.

[2]Peter Augustine Lawler, "Reaganism, Liberal Education and Conservatism," *College Teaching;* vol. 34, no. 3, Summer, 1986, p. 105.

[3]Ibid; p. 104.

[4]Donald Eastman, "Our National Myopia and Higher Education," *The Chronicle of Higher Education;* July 4, 1986, p. 35.

[5]Irving Howe, "A Plea for Pluralism," Gross and Gross, *The Great School Debate;* New York, 1985, p. 361.

[6]Lawler, op. cit., p. 106.

[7]Benjamin DeMott, "A Moral Argument for the Humanities," *The Community College Humanist;* no. 5, Winter, 1983-84, p. 10.

[8]*The Future of Humanities at Community, Technical, and Junior Colleges;* AACJC Issue Series, no. 5, p. 3.

[9]James Baldwin, "Talk to Teachers," *Saturday Review;* December 21, 1963, pp. 42-44.

[10]For a study of the development of racism in our intellectual heritage, see: Dante A. Puzzo, "Racism and the Western Tradition," *Journal of the History of Ideas;* 1964, pp. 579-586.

[11]Gerald W. Haslam, *Forgotten Pages of America Literature;* Palo Alto, 1970, p. 1.

[12]Gilbert Higher, *The Classical Tradition Greek and Roman Influence on Western Literature;* Oxford, 1949, pp. 357-358.

[13]Howe; op. cit., p. 362.

[14]Haslam; op. cit., p. 2.

[15]John S. Brubacher, *On the Philosophy of Higher Education;* San Francisco, 1978, p. 71.

[16]Carl Van Doren, *Liberal Education;* New York, 1943, p. 73.

[17]Ernest Boyer, "Toward the Year 2000 and Beyond: A Community College Agenda," *Community, Technical, and Junior College Journal;* August/September, 1986, vol. 57, no. 5., p. 15.

[18]"Nigerian, American Wins Nobels," *The San Diego Union;* Friday, October 17, 1986, p. A1.

[19]Arthur M. Cohen and Florence B. Brawer, "The Collegiate Curriculum," *Community College Review;* vol. 14, no. 3, Winter, 1986-87, pp. 13-20.

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Finding and Selecting the Right President

Nathan H. Wilson, Board Chairman
Florida Community College at Jacksonville
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Everyone seems to agree that the two most important duties of a board of trustees are the creation of a viable presidential position and the selection and appointment of the right president.

Governing boards in this country select two new college presidents every working day, a total of five hundred each year. Eighteen percent will serve one year or less and about twenty percent will be "permanent" presidents. This selection process goes on in a job market where the evidence says that being a college president is unattractive if not impossible. To make the right choice requires trustees to follow an astute and careful selection process.

If I were preaching on this subject today, I would use as my text the first thirteen verses of Chapter 16 of the First Book of Samuel. It is the Bible story of the first search committee where the Lord appoints Samuel to help Him select a new king over Israel. Seriously, there are some good lessons for us in that story. Samuel is sent to do background checks on the seven oldest sons of Jesse. He was at first impressed that the eldest was the obvious winner, with seniority, good looks and height of stature. All seven are in turn rejected as being inadequate for the big job.

Samuel has to be patient and has to keep searching, because the real winner was not even in the pool of candidates in the initial search. Of course, David is finally found, selected and anointed. Now, I don't recommend that we go quite that far, but I do urge careful planning, a good process, a representative search committee with the right leader, and a patient search. Don't jump at the first attractive candidate, and be sure the pool contains a real winner.

At Florida Community College at Jacksonville, the trustees have been through a transition of working with a president who had served 14 years, an interim president who served nine months, and now a new president for the past year and a half. You can well imagine the disruption and trauma this can cause to an institution, particularly when the press and other critics are superwatchful and ready to continue their criticisms.

As John Nason pointed out in his book *Presidential Search*[1], (authoritative references herein are taken from this as well as Clark Kerr's book, *Presidents Make A Difference*[2]) a number of considerations are and were overriding.

1. The role of the college president is changing. There is no longer a single model of the college president. Boards of trustees must decide what they want before deciding whom they want to be president.

2. In colleges, unlike the business world, shared governance is the rule. Faculty, students, senior staff and the board of trustees all have a major influence on decisions in a much more participative style of governance.

3. Equal opportunity requirements, preference for outsiders, and local cultural situations, each place a cautionary flag on the presidential search.

4. At FCCJ, we were in a crisis situation. Enrollment was dropping (20+ percent in three years), the press was focusing directly on the president's travels and policy decisions, and faculty and staff morale was low. The president resigned in September, 1984.

So we set up the search with the knowledge that no best method was possible to select a new president. The Board was considering hiring a consultant, going with ACCT, or going it alone. Each had pluses and minuses to be discussed later.

The Board of Trustees at FCCJ is made up of mature, experienced, business, professional, and public service people. They knew they needed a president who could walk on water, even if no such president existed! We were willing to search.

Setting Up the Search

1. Board Decides Nature of the Search
2. Selecting an Interim President
3. Choosing a Consultant
4. Selecting and Appointing a Search Committee
5. Giving the Charge to the Committee
6. Organizing the Committee; Working in the Sunshine
7. Meeting With the ACCT Consultants

The search for a new president turned out to be a ten-month process, which is shorter than might be the case at many universities but longer than at many community colleges. From a list of three candidates for interim president, two of them were interviewed. Lee Henderson, formerly State Director of Community Colleges, was chosen to serve as Interim President, hopefully for a period of about six months.

Simultaneously, the Board of Trustees investigated different approaches to selecting a permanent president: a) hiring a prominent consultant from within the State, b) hiring ACCT or a similar consulting agency, and c) going on alone with an internal search committee.

The Board of Trustees appointed ACCT as consultants and an internal Presidential Search Advisory Committee of 15 members with Duane Dumbleton as Chairperson. The committee met with the consultants at the beginning of January to organize, establish procedures, develop a presidential profile, and lay ground work for reviewing the College's mission as part of the search process.

The entire search process was conducted in full view of the press, who sent a reporter to all sessions of the committee and regular consultations with Dumbleton. Florida has a sunshine law which requires that all deliberations and decisions be made in full view of the public. All applications, files, and materials were available for public inspection at all times. All advertisements and announcements for the presidency included the notice that the search would be conducted in the sunshine.

Formulating Criteria and Advertising

1. Establishing General Competencies and Personal Qualities
2. Writing Appropriate Advertisements
3. Establishing Time Lines
4. Contacting Key Individuals to Build the Pool
5. Developing Support Materials
6. Beginning the Process of Writing a New Mission/Goal Statement

Based upon committee considerations and the profile of the presidential position prepared by the consultants, an advertisement was prepared and sent to *The Chronicle of Higher Education* and the *Affirmative Action Register*. Both ACCT Consultants and FCCJ staff consulted with various presidents and educational leaders across America to seek applicants and nominees.

All efforts of seeking a pool of applicants resulted in 140 applicants from over 30 states. Each applicant was sent materials about the College, an application to get

similar information from each candidate, and three brief questions to be addressed focusing on why the person felt qualified to be president at FCCJ. Not all candidates addressed these questions, but all sent resumés and completed the applications. (One candidate claimed to be descended from royalty and disdained filling out an application.)

Screening and Interviewing

1. Developing a Pool of Applicants and Related Problems
2. ACCT Does Initial Screening
3. Reviewing the Final 16 Applicants
4. Checking References and Getting Background
5. Narrowing the Field to An Interview List
6. Setting Up The Initial Interviews
7. Establishing Interview Questions
8. Conducting the Interviews
9. Recommending Top Candidates

From the pool of 140 applicants, all of which were reviewed by each of the ACCT consultants, 16 candidates were recommended in late March. One candidate withdrew. The Presidential Search Advisory Committee unanimously accepted the consultants' recommendations without further additions. The committee members quickly checked references and after spring break, met with the consultants to review each candidate and narrow the field.

The committee vote, conducted in the sunshine, resulted in six candidates being recommended for interview. Each of the six candidates was sent the draft mission and goals of the College as well as considerable materials about the College curriculum, financial condition, community relations, relevant state documents, and recent press clippings. Some candidates wanted to know very much, others asked for nothing in advance.

The six interviews were conducted, two per day, in the first part of May. Each candidate met all College groups and was introduced to key community leaders if they wanted to be. Again, there was considerable diversity in their personal requests.

Each candidate was asked the same basic questions in order to provide the committee information to make comparisons. The committee voted, again in the sunshine, to recommend three of the interviewed candidates to the Board of Trustees. One of the six had withdrawn shortly after the interview because of adverse publicity in his home town.

Selecting a President

1. Careful Background Check
2. Visiting Candidates' Campuses
3. Conducting the Final Interview by the Board
4. The Final Selection
5. Negotiating a Salary and Benefits

Members of the Board of Trustees were fully briefed about all aspects of the process as it unfolded. There were no surprises for them nor major disappointments. The Interim President had agreed not to be a candidate and stuck to that promise. The college community was considerably more stable, morale was improved, and hard budget and staffing decisions had been made.

The final three candidates all met the highly demanding profile jointly established by the committee and the consultants, although they were as diverse as any three candidates could be. They had met informally with most Board members on their first visits, so the Board of Trustees decided to do site visits before the final interviews and selection.

A team visited each candidate consisting of Board Members and members of the selection committee. One non-committee member joined up with one team because she was at a professional conference in the same city at the time of the visitation. One of the teams visited two candidates who were from the

same state in adjoining community college districts.

All three candidates proved to be highly qualified and were subsequently invited for a final interview with the full Board of Trustees in early June. One of the three candidates withdrew, announcing that he had taken another position in another part of the country.

Both remaining candidates had very positive and favorable interviews. However, one of the two remaining candidates withdrew, again as a result of adverse press investigations in his hometown. Searching for a president in the "sunshine" had taken its final toll.

Considering all the aspects of the search the needs of the College, and the qualities of all the candidates, the District Board of Trustees unanimously selected, on June 10, Charles Spence, President of Clinton Community College in Clinton, Iowa, as the next president of FCCJ. His enthusiasm, excellent record, and vision were what the College was looking for and needed.

Follow Up and Future Considerations

1, Working out the Contract
2. Easing the Transition
3. Assignments for the New and Interim President

The Board authorized its Chairman to negotiate with the new president the contract, salary and benefits, the limitations of the position, performance and evaluation criteria, starting date and family relocation arrangements.

The Board also appointed an Ad Hoc Transition Committee to work with the new president to assist in establishing his office, locating a new home, and all of the other aspects of settling-in as the new president.

Care was also taken by the Board in determining how much overlap there should be with the interim president and the new president both in residence. This is a very important aspect of the entire process and should not be taken lightly. The period of duplicate residency will depend on the circumstances of each college, but this part of the transition should be completed as quickly as possible and the new president placed in sole charge.

Conclusions and Lessons Learned

Some Items to Consider:

1. The process was smooth, orderly and effective.

2. The process proved to be healing and unifying to the College staff.

3. In the last analysis, the press coverage, on balance, was a positive influence and fair.

4. The Interim President was very helpful in all aspects of the search.

5. The use of consultants was right for FCCJ at this time.

6. The search committee and its chairperson were very effective and worked well with the consultants and college staff.

7. The time table established, though longer than originally conceived, was natural and appropriate.

8. The costs of the entire search were under the $20,000 allocated, including $10,000 for the ACCT consultants.

9. Paperwork and record keeping were simple and not burdensome.

10. Conducting the search in the sunshine was less than ideal, but manageable. Several good candidates would not apply because of this Florida law.

11. The Board of Trustees did not interfere or put pressure on the committee during any part of the search process.

12. The College staff felt involved and informed throughout the process.

13. The pool of candidates was large and more than adequate to find many good candidates.

14. Minorities and women were represented in all aspects of the search, although no women were in the final six.

15. Interviews were conducted openly and fairly and were a helpful part of the process.

16. Site visits were useful, primarily to confirm impressions and verify records.

17. Candidates' personalities and personal style were important factors in the final selection.

18. The candidates' spouses were important components of the final selection.

19. Negotiating salary and benefits is a process that needs careful attention from both sides.

20. We got a great new President.

NOTES

[1]Nason, John W. *Presidential Search: A Guide to the Process of Selecting and Appointing College and University Presidents.* Washington D.C.: The Association of Governing Boards of Universities and Colleges, 1980/1984.

[2]Kerr, Clark, Directed. *Presidents Make A Difference: Strengthening Leadership in Colleges and Universities.* A Report of the Commission on Strengthening Presidential Leadership. Washington, D.C.: Association of Governing Boards of Universities and Colleges, 1984.

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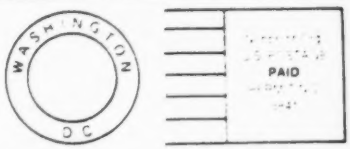

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Improving Services to Minority Students: Access, Retention, Transfer

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Community colleges must intensify their efforts to correct the problem of the declining numbers of minority students being served. The issue is a critical one and deserves urgent attention. Presently, two-year colleges attract too few talented college-age members of minority groups. Many minority students who do come do not persist. Of the capable minority students who enter community colleges, small numbers go on to senior institutions.

Hodgkinson (1986) concludes that the percentage of minorities in higher education, among both students and faculty, is underwhelming. Moreover, he points out that the success rates among minority students are even lower. Kintzer and Wattenbarger (1985) point out that the proportion of community college students transferring to senior colleges has steadily declined for the last decade. Minority students represent a disproportionate number of the students who do not acquire college diplomas (Wilson, 1986).

There are at least two major beneficiaries of the improvement of services to minority students. The student primarily benefits through the development of talent, self-esteem, and the quality of life. Society as a whole is elevated, too, as a result of an individual's joining the ranks of educated citizens (Bedenbaugh, Southerland, & Forrester, 1986).

The purpose of this article is to examine some of the points which two-year colleges should take into consideration in attempting to improve the recruitment, retention, and transfer of minority students. Additionally, several techniques are listed relative to each of the three areas.

With few exceptions the strategies for serving minority students are applicable to virtually all students. Accordingly, the development of more effective measures for helping minorities ought to improve colleges' success rates with all students.

Before launching a new emphasis for recruiting minority students, there are some precautions which should be observed. First, it must not be assumed that all minority students are educationally disadvantaged, although many will be (Jackson, 1984). Secondly, it should not be assumed that all ethnic groups have the same cultural patterns, values, and behavioral tendencies. Therefore, it should not be assumed that all members of a single minority group fit the stereotype we may tend to picture for them.

For example, some minority students live in a family setting in which parents take little interest in their children's school work. This is often the case if the student is the first member of the family to attend college. Other ethnic groups, by way of contrast, have a tradition of strict parental control and involvement in their children's lives, even into the adult years. The local college plan for minority relations, therefore, must be based on sound, detailed information about the educational and cultural back-

grounds of those whom the college wants to recruit and serve. Recruitment, retention, and transfer endeavor must be carefully studied, tailored, and individualized to whatever extent is possible.

Another general concern which the college must address in developing services to minorities is the institution's response to the renewed emphasis on excellence in higher education. If community colleges promote excellence out of snobbery and arrogance, or because excellence is currently fashionable, many students will needlessly suffer, including minority students in particular. Access and selectivity are not necessarily adversaries. To the contrary, a carefully developed plan can have as its basis the promotion of access through and toward excellence (Southerland, 1986).

The procedures followed for the recruitment, retention, and transfer of minority students may be categorized by what colleges do *to*, *for*, and *with* students. This is more than a play on words. The words "to" and "for" communicate a one-way relationship. On the other hand, the word "with" implies a two-way interaction. Every college's plan for services to minority students ought to include every possible interaction *with* the student.

The most important step in assuring successful attempts to recruit and retain students and to expedite their transfer is in the hiring of administrators, faculty, and staff. No plan is any better than those who implement it. Minority students need role models from their own ethnic background among the faculty, staff, administration, and student body. All employees of the college need an orientation to the characteristics and special needs of minority students. For instance, the University of Georgia takes all new faculty on a bus tour of the areas from which many of its students come. This technique can be useful to community colleges, too.

There are specific steps for enhancing recruitment. Space will not allow a discussion of these points; however, perhaps their being listed will provide for imaginative local applications of the concepts. Consider the following steps: (1) develop a commitment at the board level, (2) communicate that commitment to all populations in the college, (3) design a recruitment plan, (4) provide budgetary support for the plan, (5) create an "inviting" spirit throughout the college (pleasant atmosphere, friendly greetings, internal and external graphics for the facilities), (6) make contacts with potential students early, (7) provide free testing of high school students in reading, writing, and mathematics, as well as in career development, (8) include minority students in pictures used in promotional items, (9) encourage visits of prospective students to your campus both individually and collectively (career days, tours, UIL contests, listener's licenses for auditing classes, etc.), (10) improve and communicate financial aid programs (seek business and industry sponsors for grants and scholarships), (11) involve minority faculty, staff, and students in recruiting, (12) enlist alumni (especially members of minority groups) for recruiting, (13) appoint and use a Minority Advisory Council, (14) work with business and civic leaders who are members of various ethnic groups, (15) use direct mailings to zip codes in areas of predominantly minority residences, (16) bring public school administrators, faculty, and counselors to your campus on a regular basis, (17) set up articulation agreements with area high schools, (18) provide for advanced placement through the CLEP, teacher-made tests, and portfolio examination, (19) observe an "Ethnic Awareness Week" and encourage the public to participate, (20) work with Job Corps administrators, (21) in cities, seek help from public transportation officials in setting up bus routes and schedules between minority communities and the college, (22) based on information from area newspapers and local school officials, send personal notes from the president to every high school student or other prospective student whose name is associated with any accomplishment, (23) advertise only what the college can deliver,

(24) with proper attention to ethics, consider giving rebates to every current student who recruits a minority student, (25) actively seek opportunities for college faculty members to serve as guest speakers in area high schools and churches, (26) schedule tours of performing arts groups to high schools, (27) invite performing groups from high schools to the college, (28) attempt some joint performances of high school and college groups, (29) visit churches and civic clubs of predominately minority membership, (30) teach selected college freshman level courses in area high schools as honors classes during regular school hours for college credit, and (31) devise other ways of allowing high school students to "bank" college credit.

Having successfully recruited minority students, the community college must then take measures to retain them. All new students need personalized attention. Retention efforts, however, need to be especially focused on high risk students, or high risk days and weeks of the semester, and on high risk courses (Duncan, 1985; Blanc, DeBuhr, & Martin, 1983).

From high school transcripts, entrance exams, and entry-level interviews, high risk students may be pinpointed with a fair degree of accuracy. These students need careful assessment of their academic and emotional conditions, followed by advisement from counselors and faculty. It is important that students be guided in class selection as well as in total class load. The combination of courses is an important consideration, also.

Helping students in special ways on high risk days can do much to improve retention. Numerous students leave the institution before or shortly after they complete registration. Avoiding dehumanization in the admissions and registration processes, minimizing the number of different offices a student must visit, and staffing offices in support areas with warm, friendly people are among the things which should be emphasized. These precautions are always applicable, but they are particularly critical during high risk days when students are under more stress. Beyond registration, high risk days include the first six weeks of college and exam weeks. Personal crises occur unpredictably. The college's ability to intervene during unanticipated problem times will depend upon the quality of the relationship initially established.

Identifying high risk courses and providing special help for students in them can contribute to retention. These would be courses with high failure rates and high dropout rates. Blanc, DeBuhr and Martin (1983) report on a promising program at the University of Missouri at Kansas City in which a Supplemental Instruction Specialist visits high risk classes, takes notes, and provides tutoring for students between regular class meetings.

Learning laboratories which provide diagnostic and prescriptive services to students can reduce attrition (Samuels, 1985). The prerequisites for their effectiveness, of course, are an effective referral system and competent, caring faculty.

The socialization of students is an important process along with proper academic placement. Some authors refer to how critical it is to achieve proper "institutional fit," a match between the student's needs and what the college can offer. Attention from the faculty can help bring about this socialization. Various activities and programs in the student personnel services area can help also. Some colleges speak highly of the use of the "buddy system" or peer counselor program (Duncan, 1985).

The ways in which faculty relate to students in and out of class are of paramount importance to improving retention. Among the many techniques through which instructors may provide reinforcement to students are: (1) getting to know students by name, (2) shaking hands with students, especially on

the first days of class, (3) asking a different student to stay for a two-or three-minute visit after class each day, (4) telephoning absentees, (5) providing alternative and makeup assignments, (6) using teaching strategies requiring the student to be actively involved in learning, and (7) testing frequently and giving regular feedback on student progress (Jones, 1985).

Counseling "hot lines" allow for positive intervention with troubled students. Such telephone services can include assistance for personal crises, drug related problems, or academic difficulties.

College administrators can contribute to student retention by constantly striving for cohesive, coordinated efforts among all segments of the institution. Far too often students are bewildered by a phenomenon which may be called "functional drift." This is analogous to "continental drift" by which the earth's original land mass gradually split and drifted apart. Colleges experience this fragmentation as little kingdoms pull away from one another—the instructional program, the student services program, the learning resources center, the business office, etc. (Southerland, 1986). Administrators must keep the goal of serving students constantly before the employees, seeking to insure that all parts of the college work in a complementary fashion rather than in a competitive mode.

Two related cautions should be stated regarding retention. First, enhancing student success should be the motivation for retaining students, rather than looking greedily at the dollars gained through the funding system for FTEs or contact hours. Secondly, colleges should not unduly try to retain students whose objectives have been met.

The success of the transfer function will depend in large measure on the effectiveness of the recruitment and retention efforts of the college. There are, however, a number of positive steps which two-year colleges can take to provide for the smooth transition of their students to senior institutions (ERIC Clearinghouse for Junior Colleges, 1985). Community college administrators should not assume that transfer and articulation agreements worked out with area universities twenty years ago are still viable. A system should be in place to constantly monitor changing university requirements and to adjust the local college's programs as needed to insure successful transfer experiences. Some colleges assign specific counselors and faculty to keep up with developments at one or more universities to which their students typically transfer (Boyer, 1986).

Community college administrators, student services staff, and faculty should regularly visit their counterparts on the university campuses. Likewise, community college personnel should regularly invite their university peers to the community college. There are often tremendous misconceptions which exist on both sides. These can best be identified and corrected through eye-to-eye, person-to-person contacts.

Two-year colleges should intensify their advisement of potential transfer students, beginning early in the student's freshman year (Coker, 1985; Samuels, 1985). This advisement must deal with more than academic matters. Because community colleges usually provide a nurturing, supportive climate, students need to be prepared for the transition to a university atmosphere which is sometimes impersonal or even hostile.

As an extra measure to make transferring easier, the community college can attempt to identify and work with contact persons among minority faculty and staff at senior institutions. The two-year college can also assist by organizing trips for potential transfer students to senior colleges and universities of their choice. When possible, the community college can make the transfer students' transitions less difficult by helping to cut the red tape involved (Boyer, 1986).

Perhaps the most difficult and the most important task for the community college is to establish and maintain credibility with the senior colleges and universities to which they send students. It is imperative that the transfer curricula of two-year colleges be equal to those at the senior institutions in scope, sequence, and quality of delivery. In order for this to work well, two-year colleges must work more closely with the senior institution in curriculum planning and course numbering (Avila, Baller, Brown, & Vera, 1983). Furthermore, community colleges need agreements with senior institutions whereby the academic performance of transfer students is reported back to the two-year college each semester. These reports should be carefully reviewed, and adjustments should be made when problem areas are spotted.

If your college is already doing all of the things mentioned in this article, you are to be commended. Do not, however, be satisfied with your current level of achievement. As with any endeavor, community colleges ought to be continuously analyzing and refining their procedures.

One fundamental issue is to determine the proper role for the board of trustees in improving the college's services to minority students. The importance of the board's showing a commitment to the concept has already been mentioned. Providing adequate financial support for the recruitment, retention, and transfer plans is imperative. Additionally, board members need to frequently ask the college president appropriate questions about the institution's progress, while resisting the temptation to get into daily operational matters.

Community, junior, and technical colleges must indeed try harder to succeed in recruiting minority students, in providing services to help retain them, and in assisting those who are senior college bound to transfer smoothly. In so doing, students can be led to grow intellectually, emotionally, and spiritually. Valuable human potential, which might otherwise be lost, can be developed. As a result, the texture of society can be made more rich.

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Planning for the Future—Financial Forecasts

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Executive level managers and members of governing boards at two-year colleges are currently facing tremendous pressures. The impact of demographics, taxpayer attitudes, and reduced governmental allocations present major challenges for even the best administrators. But despite these severe limitations on resources, people expect executive level managers and trustees to keep their institution dynamic and alive. Although it now requires a "superperson" effort to achieve it, fiscal stability is still the expected norm. Stated another way, although the conditions affecting community colleges have changed dramatically, what is expected of their managers and trustees remains the same.

To the topic, "Planning for the Future—Financial Forecasts," I've added the letters W.I.S.H.—wish. How often do we hear the word?

I *wish* we could do this!
I *wish* we had more money!
I *wish* we had a new building!
I *wish* we had a new campus!
I *wish* we had more students!
I *wish* I had more time!

If your college is anything like ours, the first budget request from staff each year is a wish list.

At Central Community College, we use the letters W.I.S.H. when talking about planning and financial forecasting because there are four major steps in financial planning.

1. W = What does your college *want* to do (mission)?
2. I = What *is* your college currently doing?
3. S = What does your *service* area need?
4. H = *How* much can your college afford?

Let me assure you that sound fiscal management has long been identified as a basic requirement for institutional growth and development; and poor financial management is the quickest path to disaster. I believe that over the years most colleges have put in place reasonably good basic systems for budgeting, recording, and controlling transactions as well as for reporting the results of day-to-day operations. In contrast, community colleges have not done a very good job of planning for the future, especially as it relates to financial forecasts.

I suggest to you that financial planning is more than a wish, it is something you cannot put on the back burner. The nature and the abundance of financial resources are critical determinants of your college's future. Financial planning is not easy because community colleges face numerous uncertainties. However, given the interrelationship between institutional goals and financial resources, it follows that a college's future can be no more certain than its finances. Thus, we must strive to bring the highest degree of certainty into the financial plans of our colleges.

Before I go any further, I better describe to you my background and the setting in which I work. I was born and raised on a farm near Petersburg, Nebraska, which is just up the road from Loretto or just this side of Raeville.

If you haven't heard of Petersburg, I understand, because it is known only to God and that is when he is really alert. Some of my experience comes from outside the state of Nebraska. I worked a couple of years in New Jersey and Massachusetts and taught six years in Iowa.

The Central Community College district serves over 14,000 square miles with a population of just under 300,000. The college serves more than 20,000 students annually via three campuses and 150 community education sites. Over 90 percent of our curriculum is totally individualized; thus, students can begin classes on any day the college is in session. The college has a strong vocational emphasis but also offers a complete academic transfer option.

Allow me to share with you some examples of things you might want to do or look at as you plan for the future or as you attempt to make some financial forecasts.

W = WANT TO DO—MISSION

Remember the first letter of our W.I.S.H. scenario—what does your college *want* to do?

The establishment of a clear sense of institutional mission is an essential first step toward the development of a good financial plan and the effective use of resources. It is critically important for each college to review and affirm or revise its mission statement as an early and critical step in the financial planning process. The mission statement should provide a foundation, a sense of direction, and a clearly identified purpose. To plan is not sufficient. The college must first know why it exists.

I = IS DOING

The letter "I" asks the question, "What *is* your college currently doing?" If an institution is to effectively plan and develop reasonable forecasts, it must objectively analyze and learn from its past. Profiles are effective planning tools. A college should maintain the following profiles:

1. **Service Area**—This profile should provide descriptive information on the demographics of your service area—size, population, age, racial mix, and number of businesses, industries, or agencies.

2. **Student**—Male/female, full-time/part-time, age, race, completion rate, majors, degrees, residence, enrollment by county, community, and high school.

3. **Faculty**—Male/female, full-time/part-time, age, race, degrees, work experience, teaching areas, continuing education, and eligibility for retirement.

4. **Programs**—Personnel, curriculum, equipment, facilities, instructional delivery to students, program site designations, annual and five-year program evaluations, needs analysis studies, employment trends, and advisory committees.

5. **Services**—
   a. BUSINESS—Inventory, personnel, physical plant, purchasing, staff development, and student accounts.
   b. INSTRUCTIONAL—Occupational, transfer, community education, general education, developmental education, advisory committees, computer applications, articulation, in-service, and instructional support.
   c. STUDENT SERVICES—College selection information and assistance, admissions, athletics, boarding, housing, counseling, discipline, financial aids, records maintenance, registration, internal and external reports, placement, student governance, and student life activities.
   d. SUPPORT SERVICES—Clerical, computer, custodial, institutional advancement, maintenance, public information, secretarial, and security services.

6. **Facilities**—
   a. OUTSIDE GROUNDS—Sidewalks, streets, parking lots, fences, parking stalls, tennis courts, track, outside lighting, crop, grass, pumps, breaker panels, and transformers.
   b. EXTERIOR BUILDINGS—Exterior square feet, roofs, and exterior walls.
   c. INTERIOR BUILDINGS—Floor covering, floor space, lighting, wall surface, rest room fixtures, electrical breaker panels, boilers, chillers, pumps, and mechanical systems.

7. **Equipment**—Name of item, date of purchase, purchase price, depreciation schedule, and recommended replacement date.

8. **Economic Impact**—Employee wages, salaries, benefits, supplies and equipment, student financial aid, public services, plant operations and maintenance, repairs, rentals, and travel. These expenditures impact the local economy. College expenditures have a direct spending impact of three or four times for every dollar invested in your college. Because the spending of any one given dollar can change hands as many as two to three times, there is also an indirect spending impact. Your constituents need to know that! Within the field of economics this is known as the multiplier effect. The bottom line is:
   a. A net positive impact on local businesses results from college-related expenditures.
   b. Local jobs are created as a result of college-related expenditures.
   c. General tax revenues and sales and usage taxes result from expenditures by the college.

S = SHOULD BE DOING

Continuing with our W.I.S.H. scenario, the letter "S" stands for the question, "What *should* your college be doing?"

Plans for shaping the future begin with a realistic understanding of current conditions. You need to know where your college is today and what caused it to be the way it is. Two factors closely tied to financial planning and understanding your college are growth and maturity.

Growth potential can be evaluated in two ways. The first assesses the ability of the college to expand courses and programs currently being offered. The second assesses the likelihood of attracting students from new markets. Generally, expanding current offerings is more desirable since it is both less costly and less risky than developing an array of newer products to serve an unexplored market.

Unfortunately, most Americans equate growth with success. Too many of us look only at one indicator—enrollment. If enrollment increased, we had a good year; if enrollment decreased, fire the president. Starting in the mid-60's, many community colleges fell into a trap. They got all wrapped up in growth, expansion, and building, and forgot to establish a strong community support base and financial base.

The first sign of maturity is the absence of growth, not just in enrollment but in plant and staffing as well. We should look at maturity with great anticipation rather than anxiety. Maturity can provide the first real opportunity to concentrate on what your college has become and, more importantly, on what it should be.

In the past, growth not only implied success, it virtually assured financial well-being. New resources came from increased tax bases, student fees, and state aid as the population of districts and colleges grew simultaneously. Recent events have changed much of that, so now many institutions find that additional students must be educated within existing resource levels.

Most of our campuses are now becoming mature colleges. A mature institution is not able to rely on excess revenue from growth to finance new ventures. Instead, new programs draw resources away from existing lower priority programs. Reallocation of resources becomes the principal source of funding for innovation and change.

The mission statement for most community colleges sets forth a far larger array of ideal outcomes than can possibly be achieved with the resources generally available. Thus, clear priorities will aid in planning and resource forecasting.

Setting priorities on mission requires some difficult decisions to be made. Competing ideas will surface and special interest groups will form. Thus, courage is a characteristic that aids in financial forecasting. If the top executive and trustees cannot withstand the pressure or if they place political expediency ahead of practical needs, the process of financial planning is doomed to failure. Every college should study what it should become and set priorities accordingly.

Allow me to share with you a few processes utilized by Central Community College that have really helped our planning activities.

MODEL

At Central Community College, we implemented a procedure called MODEL—Managing Ourselves for Developing Excellent Learning. A model is defined as a person or thing to be followed or imitated because of his/her or its excellence. It is our desire to establish and fund programs and services that others will want to duplicate. Our college is dedicated to Managing Ourselves for Developing Excellent Learning by delivering educational services considered to be the best or equal to the best in our state within the role and mission of the college.

Using various assessments and the profiles already described, input from advisory committees, and other studies, model plans are developed for each instructional program and service provided by the college. Priorities are then established as to what and how many model programs or services will be implemented. For example, among our three campuses, only one site may be identified to have a model program in electronics. Every effort is made to provide the most qualified instructors, the most advanced curriculum, and the most up-to-date equipment and technology for that program. Thus, when resources are limited, the model program is funded. Students who are interested in a specific program are advised as to which campus they will need to attend to get certain specialty courses and certain advanced technology that is available only at the MODEL site. The same MODEL concept is also applied to all our services—business, student, and support.

The MODEL concept has allowed Central Community College to effectively utilize limited resources and yet give students access to quality programs and services.

INCENTIVE BUDGETING

Another concept that we have implemented that has aided our financial planning is incentive budgeting. This practice encourages department level managers to better manage their budget dollars. Any savings that a department manager brings to the budget during a fiscal year remains in that department. Savings can be accumulated over several years and applied to a specific purchase. Incentive budgeting provides a reward for efficient use of college dollars.

COST REDUCTION AWARDS PROGRAM

The college also has cost reduction awards. College employees are encouraged to submit ideas and ways to make more effective use of college dollars. Award winners can receive up to $350 in cash while reducing college costs at the same time. There are three

categories: (1) Savings of $5,000 or more, (2) Savings of $2,500 to $5,000, and (3) Savings of $500 to $2,500.

H = HOW CAN WE PAY FOR IT?

Reviewing the W.I.S.H. letters, "W" stands for what you want to do, "I" for knowing what you are currently doing, and "S" for identifying what you should do. The letter "H" of W.I.S.H. is planning how you pay for what you want and should be doing.

Always keep in mind that resource allocation decisions are only as good as the information upon which decisions are based. Financial decisions are enhanced by applying information gathered through such techniques as environmental scanning, program review, zero-based budgeting, MODEL, incentive budgeting, and cost reduction awards. However, financial planning often breaks down when problems of time, training, and limited resources drive the costs of these techniques beyond the benefits. Financial planning decisions are further constrained by policies and regulations of federal and state agencies.

At one time or another I'm sure all of you have had to deal with changes in funding formulas. Often there are changes in laws and/or regulations that are not directed at higher education but have a major impact on a college's operation. A good example in the United States is the Internal Revenue Code of 1986.

However, I will not dwell on tax reform as it impacts financial forecasts. Each of our countries and our respective provinces or states have specific tax codes that must be considered when planning for the future.

Briefly, the Internal Revenue Code of 1986 will substantially affect every individual and business. The core of tax reform is the reduction of tax rates and the broadening of the tax base through the elimination of many deductions, tax credits, and other tax benefits.

Most Americans applaud the new tax law as it attempts to simplify the system of income tax collection and tries to reduce the degree to which tax incentives distort economic behavior. Higher education is widely perceived as a publicly useful enterprise and is often the beneficiary of incentives which have been reduced or eliminated. As a consequence, the effects of the Internal Revenue Code of 1986 on colleges will be, more often than not, a negative one. This is not an indictment of the legislation but a call to trustees to encourage their presidents and financial and planning officers to review the implications of the Internal Revenue Code of 1986 on future revenues.

Regardless of the new code, as you make your financial forecasts don't forget to consider the impact of tax legislation. Institutional revenues are derived primarily from five sources: (1) Tuition, (2) Charitable contributions, (3) Debt financing, (4) Endowment Income, and (5) Governmental appropriations.

TUITION

In making your financial forecasts on tuition revenues, calculate how tax laws will impact: (1) Family income, (2) Savings, (3) Loans, and (4) Financial aid. For example: Lower tax rates and large personal exemptions will increase the ability of lower income families to contribute to the education of their children. The loss of tax shelters and, specifically, the curtailment of income shifting techniques may diminish the ability of upper middle income families to pay for higher education.

CHARITABLE CONTRIBUTIONS

If your institution depends on charitable contributions to operate, you need to analyze tax implications on the cost of giving at both the individual and corporate level.

In the United States, colleges will find it more difficult to solicit contributions under

the new laws of 1986. The lower tax rates, the inclusion of the appreciated value of unrealized capital gains in calculating the alternative minimum tax, and the non-deduction of gifts for non-itemizers are major changes and may have serious consequences.

DEBT FINANCING

If you have major capital improvement projects in which you intend to utilize tax-exempt bonds, make sure your institutional planners check out the limitations placed on the use of capital assets financed with tax-exempt debt. The limitations on arbitrage income will increase the cost of using tax-exempt debt for all institutions.

ENDOWMENT INCOME

Keep your ears open regarding tax legislation on endowment income. There are rumblings that perhaps endowment income should be taxable. The impact on higher education is frightening. Specifically, such a tax would immediately increase costs by diverting funds away from endowment income from institutional use to payment of tax liability.

GOVERNMENTAL APPROPRIATION

The tightening of the federal budget relating to social service expenditures, particularly higher education, and the predisposition of the federal government to move away from grants and federally subsidized programs indicates that a cooler climate for federal appropriations will continue for some time.

As trustees, you must rely on your president to initiate the financial planning process; but because of its position, the board has the ability to provide the following:

1. **Strong Leadership**—Since the board typically has ultimate responsibility for the financial well-being of the institution, it is in a position to encourage establishment of sound financial planning systems.

2. **Different Perspectives**—Governing board members have broad and diverse knowledge of many kinds of organizations; such knowledge affords valuable perspectives for colleges.

3. **Resources for the Future**—Because the board is insulated from routine operations, it can focus on the future of the institution. One of its primary responsibilities is to make decisions and to take actions that will protect and enhance the institution's resources for the use of future students; this requires delicately balancing resources between the present and the future.

There are three essential questions you as trustees can ask regarding the financial strength of your college:

1. Is the institution living within its means on a year-to-year basis?

2. Are the institution's various resources of revenue stable?

3. Is the institution providing itself with financial resources it can draw upon to support future operations?

As our federal government continues to solve and/or reduce federal and state deficits, it will become increasingly more difficult to rely on financing at the federal level. Thus, there will need to be additional emphasis placed on new resources. Fund raising efforts, grants, and giving programs are becoming more important as appropriations diminish and tuition increases. Pursuing nontraditional funding sources also has value for diversifying the college's financial base. As revenue sources are diversified, the institution becomes less dependent on any one source. If one share is adversely affected, it will then have less overall impact on the college's ability to maintain operations.

The financial resources used by your college are intended to provide services to society. They are held in trust by the governing

board and should be managed prudently and effectively in accordance with your institution's mission. This is a difficult responsibility because there is no single set of generally accepted guidelines for allocating resources and/or financial forecasting.

I have shared with you a W.I.S.H. plan that has been helpful in our planning processes as well as some examples of techniques that aid in establishing a financial forecast.

To you who are trustees, let me close by saying, an active and committed governing board interested in understanding the issues facing the institution is a valuable asset to the planning and budgeting process. The value of planning and budgeting is that it provides the focus for directing the accumulation and use of resources in a way intended to be most beneficial to the institution's mission. My W.I.S.H. to you is that as you plan for the future, your financial forecasts are more than a wish.

The Community College in 1987: Redefining the Mission

Joseph S. Murphy, Chancellor
The City University of New York
New York, New York

As some of you already know, The City University of New York includes seven community colleges among our twenty-one campuses, all located within the five boroughs of New York City, and about a third of our 183,000 students are enrolled at two-year colleges this year. My board of trustees is deeply interested in the vitality and well-being of the community colleges and I am grateful for that support. Needed assistance from our local sponsor—the City of New York—is also quite important. It is one of the reasons I recently spent some time urging our Board of Estimate and City Council to provide additional funding. I suspect that you have all had similar experiences. We are, in the best possible sense, advocates for the community colleges.

I do, however, have an uneasy feeling that I'm not totally comfortable with what community colleges—ours or anyone else's—are today, and I'm not sure that a consensus exists over what they ought to become. It has been said that one of the problems facing American education in general is that it is asked to be too many things by too many people—and that since it can't possibly fulfill all of the contradictory goals set for it, inevitably it leaves some part of the national community alienated and disappointed. The same thing can certainly be said of this country's 1,300 community colleges.

Look what we expect these institutions to do: We want them to serve as a kind of halfway house for high school graduates who want to go on to college (or whose parents want them to go) but who aren't academically ready for a four-year university. We want them to offer technical or high-level clerical training to people whose goals are not academic but vocational. We want them to serve as community facilities of non-formal education for people without degree aspirations. We want them to run programs overseen by and operated for the benefit of the local business community or local government agencies.

And above all, we want community colleges to serve as and to symbolize the political and economic system's final formal commitment to a vast population, politely called underprivileged, who need one more publicly-supported chance before they enter maturity. In terms of education, community colleges represent a major social benefit to those who live in poverty and those a notch higher who survive in uncertainty.

Some of us may want to ignore it and others of us want to celebrate it, but the fact is clear. Community colleges have as their primary constituency the nontraditional students, the poor, the minority, and the adult students, and most require basic skills development. If we forget that, we forget our essential mission as community college trustees.

Most of us spend a great deal of time on what I would characterize as important trivia—important because the decisions we make affect some people's careers and other people's lives, but trivial because the concerns with which we are involved ignore essential realities. Whether our community college should have a larger program in dental hygiene and a smaller one in word

processing is a debate over that kind of issue, and so is the question of whether we ought to advertise in suburban weeklies to get a commuter enrollment as opposed to hitting the minority-oriented radio stations in the cities. This isn't your fault. Those tend to be the kind of decisions they give to the trustees.

I want to propose that we try to reorient our thinking a bit, and try to focus on the question of what our real mission is and how we ought to fulfill it better.

The mission that I have tried to implement for CUNY's community colleges is the same one that I would set for every community college, and it is a simple one. It is to give to every student who passes through our doors, young or old, black or white, whether that person leaves with an associate's degree or drops out after a single semester, a clear sense that he or she has the capacity to understand and then to alter the conditions that affect the quality of his or her life.

Let me try to bring that to a more human level and to do that I want to look at a typical student at, say, Borough of Manhattan Community College.

She—and it most likely is a she—is black, or maybe Hispanic. Her family income is about $12,000 a year—in a city where studio apartments can rent for $1,000 a month. She went to high school and read the Constitution in eighth grade, and again in eleventh or twelfth; she knows a little about the Voting Rights Act and can tell you who Martin Luther King was. But those are abstract pieces of information for her, almost like knowing the names of the planets or Columbus' three ships. There are other, more compelling realities that do a whole lot more to shape her everyday life.

One is that she lives in a city whose public services—on which she and her family have to rely—are with some notable exceptions inadequate at best and dehumanizing at worst, and it doesn't matter here whether you're talking about clinics or subways. Another is that racial and economic discrimination exert such enormous continuing power that they are almost accepted as immutable forces. All the civil rights laws and rent subsidy programs yet devised haven't gotten this young woman and her family out of a substandard apartment in a nonwhite neighborhood, and none are likely to in the near future. A third is that, difficult as her situation is, she can see that there are possibilities far worse. She knows a dozen or more classmates from high school whose lives have been destroyed by drugs. And she sees the homeless, as all of us do, in the parks and the train stations and the building lobbies of this city.

So she opts to go to college, not—like so many of her white suburban counterparts—to spend four happy years surrounded by people of her own age, but to escape, to learn a skill, to get a decent job, to achieve some measure of security. For many of us the prospect of a $16,000 a year job as a word processor may not be appealing. To her it is.

She is not aware—with a great deal of luck she won't have to be for at least a few years—that what she is getting is illusory. The skill may become outmoded or irrelevant with the next generation of computer equipment. The salary may be cut by a third in the next round of inflation. The corporation for which this woman works may be gobbled up by Boone Pickens or whatever successor to Ivan Boesky manages to stay out of the penitentiary. And the cruel, tragic irony will be that for this woman, with her eleventh grade civics and her Borough of Manhattan degree and her briefly state of the art vocational training, all of it will be a mystery. Decisions made by people—decisions that effectively wreck her life and take from her what she worked so hard for, over such great obstacles—will appear to her as forces of nature, like an earthquake or a typhoon. She won't understand what happened. She

will have no idea at all of what she could have done about it, or even that it ever lay within her capacity to do anything.

That will be our fault, yours and mine. It will reflect a failure of our trusteeship. It will reflect a betrayal of our mandate. It will reveal our utter inability or unwillingness to give to our students anything we can remotely describe as an education.

Our function—and we should never forget it—is not to provide vocational training alone; it is to provide our students with the capacity to lead independent, productive, self-guided lives. Call that empowerment if you want, or development of a capacity for self-actualization—or, more directly, education. The point is that training in how to earn a living is only one component of the process, and maybe a secondary component at that. The greater, more crucial part consists of development of an understanding of the real power relationships that define this society and determine where individuals stand, and a comprehension of what individuals can do about it.

I don't know how you teach that. But I think I know how you don't. Some of the ways you don't include cutting liberal arts coursework from the curriculum, or (more insidiously) pretending that remedial writing is really training in the liberal arts—or avoiding any discussion of Marx or Freud or Gandhi (since word processors and medical technicians don't need to know about them)—or by telling people directly and showing them by implication that *their* role is to fill jobs created by the corporate sector, *our* role is to teach them how, and someone else's (whose is never made clear) is to make the important decisions about how many jobs there are.

Too much of that has been going on in American community colleges—CUNY's among them—and it's time we worked to change that fact. Exactly how is for each of you and your own boards to determine, but the first step has to be the acceptance of an obligation to see your responsibility in some larger context and to take some political and economic risks in fulfilling it.

In saying that, I do not mean to minimize the practical difficulties you face. I face them too. These are difficult times for higher education and the financial lures of vocationalism—of programs that come closer and closer to fulfilling the corporate sector's ideal of colleges as worker-training institutions—are seductive. For many of us the Reagan Administration's rhetorical attacks have taken their psychological toll, even though we have been able to refute every one of Secretary Bennett's loudly-broadcast condemnations. The budget coming from Washington continues to be inadequate despite the best efforts of farsighted members of Congress in both Houses and on both sides of the political aisle. The fact of the matter here in New York and in most other states is that the public at large remains skeptical about much of what we are trying to do—and thus we are often compelled to argue for greater support almost entirely on economic grounds. We have learned by bitter experience that bottom-line calculations, however irrelevant to anything meaningful or important, are the only ones some of our decision makers find persuasive.

We can accept that as a political reality because we have no choice. But we can still argue for and work toward something more satisfying to ourselves and our natural constituency than the provision of a trade-school education. To the community college the arguments for more student aid and higher levels of institutional support ought to be all the more compelling—and so should the arguments against vocational training whose effect and possibly whole intention is to limit intellectual horizons.

I might be suggesting that we do more, as trustees, than we are capable of doing; our agenda is already more than full. Retention and remediation and management of facilities

are all vital concerns that relate directly to the survival of your programs and the viability of your campuses. None of the work you do in those areas ought to be denigrated, and such is not my intent.

But we have a higher purpose as educators than simply to keep our houses in order. It is our task to question at every meeting and over the course of every academic year what these colleges exist for, and whom they serve, and whether they really make their maximum potential contribution to the individuals who pass through their doors and to the society of which those individuals are a part.

We may find it hard to discover the answers to those questions—as I have been finding it hard at my own university. We may not like the answers we do find. We may come to see that we can and should do more, not to train people, but to teach them.

But reaching that kind of conclusion to that kind of examination is a mark not of failure but of success. And it can represent, if we let it, the first step toward the real achievement of what ought to be our paramount goal. As leaders of community colleges we serve those who, by and large, have no other place to go in their pursuit of a better life for themselves and their families. Our objective can be nothing less than to give them something beyond their own expectations.

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Evaluating Your Chief Executive Officer: A Trustee Covenant

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Background

Evaluation of your chief executive officer may well rank second in importance only to the act of selection of the professional to fill the presidential role. Indeed, CEO evaluation is a process that will inform both trustees and the CEO of the extent to which the major goals of the institution are being met. Implied in an effective assessment of presidential performance are a number of "antecedents" to the assessment. More explicitly, trustees and the CEO must agree upon criteria to be included in the assessment. Trustees must agree on a working definition of what CEO administration comprises, and more specifically what the trustees will accept in presidential performance. There are a number of documents essential to agreement on performance criteria suitable to comprehensive assessment of CEO performance. These include at a minimum the key elements depicted in Chart A. The institution-wide elements are inclusive of documents which delineate major areas of presidential functioning.

CEO Evaluation is Institution Specific

Evaluation of the CEO must be approached with the knowledge that each institution is unique in its history, traditions, goals and priorities. This necessarily includes recognizing the heretofore defined obligations and responsibilities of the office of the CEO at your institution, the circumstances and conditions under which the incumbent CEO was employed, the expectations and views of the several constituencies which your institution serves, the CEO's perceptions of his or her responsibilities and the goals of the institution, all focused on a common ground of agreed upon criteria for performance assessment.

The trustees should work jointly with the CEO to review performance, with the CEO providing essential information in a clearly understood format. Dressel has identified several considerations in evaluation which might serve as a point-of-departure for initial trustee thinking in designing a process and criteria for assessment of presidential performance, these include items 1-7 enumerated in Chart A. The institution-specific items provide guidance to trustees about major considerations focusing on the "context" in which assessment takes place.

Duties of the CEO: Management and Leadership

Chief executives are responsible for planning, organizing, directing and evaluating the performance of institutions under their auspices. Additionally, they are called upon to provide leadership (i.e. solving problems that are unique and atypical to normal management activities), and to stimulate acts of leadership from within and outside the institution.

Management and leadership are not the same thing yet each is essential to effective functioning of the CEO. Both require special skills and knowledge and are often interdependent because they require problem solving and new and innovative approaches to addressing issues faced by the college. The effective CEO is one who recognizes

DOCUMENTS ESSENTIAL TO ESTABLISHING CRITERIA FOR EVALUATION OF THE CHIEF EXECUTIVE OFFICER

Institution Wide Elements	1.	**Trustee approved/adopted institutional role and mission statement.** A general statement of audiences served and programs and services offered by the institution in meeting the needs of clientele addressed by the institution.
	2.	**Trustee approved/adopted statement of major institutional objectives aimed at both clients served and at the personnel and development needs of the institution itself.** A more specific program objective statement which sets forth in clear terms the targets and outcomes of all programs and services offered by the institution.
	3.	**Trustee approved/adopted planning guideline statement.** A guideline that identifies the direction the institution is going and sets parameters of organizational action (e.g. specifies the anticipated size of the institution in the near and longer term, areas of excellence sought and related policy parameters).
	4.	**Trustee approved/adopted institutional planning document.** A document which contains a comprehensive set of decision statements affecting all areas of institutional operation, e.g. student services; academic/occupational programs; community and/or continuing education services; organizational development; personnel development; fund-raising; alumni affairs; and, any other area of institutional development including trustee relations. This document is usually referred to as the "road map" for the fulfillment of the institutional role and mission. Institutional planning documents typically possess several key characteristics. They are only useful if: a) the objectives are clear, concise, measurable, realistic and attainable, b) they are followed and adjusted on at least an annual basis to match the reality of forces at work inside and outside the institution and, c) all elements of the institution's workforce, including the trustees and external audiences contributed to plan development.
	5.	**Trustee approved/adopted criteria and process for assessment of presidential performance.** A system for assessing CEO performance which assures inclusion of the major responsibilities inherent in the documents cited in 1-4, and agreed upon by both trustees and the president as essential to assessment of performance.
Institution Specific Elements	1.	**Goal Achievement**—how the CEO's goals are developed and expressed, the processes used and procedural aspects in his or her efforts to acquire support for or to achieve these goals; the extent of success in acquiring support for and achieving goals. This necessarily includes prior goal agreement with trustees at the beginning of a performance time period.
	2.	**Personal Characteristics of the CEO**—personal characteristics of the CEO as perceived by various individuals and groups both within and outside the institution.
	3.	**Major Assignments Given the CEO Upon Assuming the Post**—the major goals assigned the CEO by the trustees upon his or her appointment.
	4.	**CEO Perceptions of Success**—The CEO's own thoughts about the major challenges addressed, with a definition of successes as well as failures.
	5.	**CEO Decision Making**—an assessment of the style and substance of decisions made by the CEO.
	6.	**Limitations on the CEO**—an assessment of the extent to which the options for decisions are limited in the CEO because of institutional or community traditions, regulations, or lack of support from key constituents of the institution.
	7.	**Recognition of the Fact that Administrative Roles and Effectiveness Vary**—some administrators do things efficiently, some simply get things done, some enable others to get things done, some do what others say to do and some do nothing at all.

Chart A

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when leadership is required, (e.g. a capital campaign or fund-raising initiative); and when management is appropriate (e.g. assuring that instructional programs are reviewed and germane to the needs of students). Without question, both leadership and management performance can be evaluated in the context of the role of the CEO.

The Carnegie Commission on Higher Education described the CEO as holding the key administrative position to extend leadership in staff relations, student and alumni development, and in developing productive relationships with governmental agencies and the general public. The CEO also is called upon to manage change in a sometimes hostile environment and address issues whenever his or her trustees do not understand their full complexity.

What are some of the more specific areas of presidential responsibility within which an assessment of CEO performance might be meaningfully made? What are the major areas of activity within which an annual assessment might be based? What process might be used to assess CEO performance? To examine these questions we look to validation of major requirements in presidential functioning aimed at performance measurement.

Major Criteria for Evaluation of CEOs

A listing of fifteen major responsibilities of two-year college presidents was derived principally from a review of management literature by the author, and through a validation panel of distinguished, current two-year college presidents, using a modified Delphi Technique. Five hundred forty-four presidents responded to the survey of responsibilities, from among the some 1,220, two-year institutions in the United States. The fifteen areas of responsibility and potential focus of assessment of CEO functioning are noted in Chart B.

MAJOR CRITERIA FOR EVALUATION OF THE CHIEF EXECUTIVE OFFICER

I.	Financial support for the institution?
II.	Achievement of institutional role and mission?
III.	Faculty and staff relations?
IV.	Budget planning and administration?
V.	Enrollments?
VI.	Governing board relations?
VII.	State relations?
VIII.	Administrative team relations?
IX.	Public and community relations?
X.	Program development and evaluation?
XI.	Faculty and staff recruitment?
XII.	Relationships with similar in-state institutions?
XIII.	Student affairs programs and services?
XIV.	Federal relations?
XV.	Alumni affairs and fund-raising?

Chart B

The fifteen areas of performance evaluation are not listed in any particular rank order. For example, depending upon the environment in which an institution is operating, the enrollment variable may be more important in assessment of presidential performance than the tasks associated with state relations. Regardless of the configuration of the items in the assessment each of the fifteen areas are germane to CEO evaluation. Additional generic areas which might provide a framework for an evaluation or rating scale include the following:

- Executive Administration
- Planning and Innovation
- Extra-College Relations
- Personnel Administration
- Problem Solving and Decision Making
- Overall Evaluation

CEO Evaluation: Process

Trustees should approach assessment of the CEO from several perspectives. Audiences internal to the institution, including faculty, staff and support personnel will have opinions about the CEO. However, opinions are just that, opinions. While some will possess more objective substance, others will demonstrate limited knowledge about the performance of the CEO. Trustees must temper opinion with facts in using assessment information from a wide variety of individuals. Naturally, audiences external to the institution will also have opinions among which some facts might be derived in assessing CEO performance.

Evaluation should be done at least annually unless special circumstances call for more frequent assessment. The trustees should agree upon who will be included in the assessment, and require the CEO to present a written form on which respondents rate the CEO. Items in the rating form should include those areas of responsibility essential to performance of the executive function. There are a variety of approaches to construction of the rating instrument including open-ended questions, questions with a Likert rating scale, and other strategies. The important issue in approving the rating scale is to assure that the content is germane to the role of the CEO. Chart C depicts a number of audiences who should be involved in an assessment of CEO performance. This approach provides trustees with a "demand-expectancy" perspective on CEO performance.

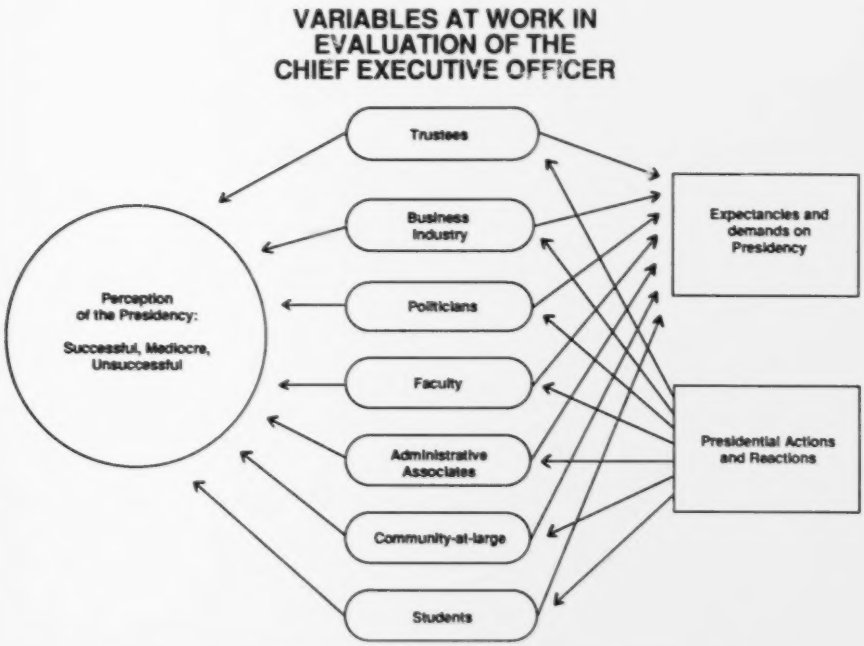

CHART C. THE DEMAND-EXPECTANCY —— ACTION —— PERCEPTION MODEL OF THE PRESIDENCY

CEOs and The Governance Function: A Special Responsibility

Any discussion of areas of assessment of the CEO would not be complete without special attention and focus upon the unique responsibilities the CEO must meet in working with trustees. The CEO is charged to assure that governance actually takes place with the trustees as keepers of the governance role. There are myriad specific and sometimes difficult questions trustees must ask in this important relationship. At the risk of negative connotations the governing board should objectively assess the extent to which they are guided by the CEO to fulfill their role. While many CEOs undoubtedly meet their responsibilities in this area, some may miss the mark by a wide margin. Accordingly, content of responses to some of the following assessment questions will reveal aspects of the extent to which the CEO is doing an adequate job:

1. Do your trustees and the CEO recognize the difference between governing board policy and rules, regulations and procedures? Is the board making the policy decisions at your institution, or, is the CEO doing it in disguise?

2. Do the board and the CEO understand the major goals and objectives of the institution?

3. Are personnel practices ethical and above reproach and is the board aware of the machinations of internal personnel actions in the context of CEO and personnel at the institution?

4. Does the board have annual or semi-annual retreats to discuss directions the institution is taking?

5. Are financial decisions being made by the CEO that properly belong in the domain of the board?

6. What is the basic content of the monthly board agenda? Are items of a policy nature, with ample and timely reports on progress of the institution toward annual or longer term goals and objectives? Does the board approve procedures, rules and regulations, or, does the CEO simply promulgate them?

7. Are financial reporting requirements sufficient that each trustee thoroughly understands both the revenue and expenditure dimensions of the operating budget?

8. Is the CEO serving an adequate role in linking the institution's endowment/foundation or fund-raising body with the trustees? Does the CEO serve on the endowment/foundation board? If so, he/she in all likelihood should step down because of the potential for conflict of interest. Are dollars being legally spent from the college and endowment/foundation board operating budgets?

9. Is the CEO open to questions and board involvement in governing the college, or guarded and prone to want to control information about what is being decided at the institution?

10. Does the CEO offer alternatives in making recommendations to the board on issues of substance, e.g. construction, personnel expenditures or other important policy areas? Or, does the CEO simply present singular recommendations on these important subjects?

These are some of the pivitol questions germane to assessment of CEO and board relations. There are many others but all can be subsumed under a basic set of principles. These principles include ethical behavior by CEOs and trustees, openness and trust, and full CEO disclosure to trustees regarding what is happening at the institution on all fronts. A board cannot be too well informed. A competent CEO need not fear "losing administrative control" to a board just

because he or she shares with trustees what is happening inside the college.

The bottom line in CEO and trustee relations is the assessment of the extent to which the CEO has utilized the board to advance the institution in real and measurable terms. If as a trustee you feel you are not well informed and are playing a "social" versus a governance role it would be timely to address some of the questions raised above. If your monthly meetings are merely a break away from the routine of your own profession, and only a time to meet with friends around a carefully placed dinner table, you probably need to re-examine the process and substance in your role as a trustee.

Finally, if you are being lobbied as individual board members by your CEO on issues which must come before the board, you may be making an error to let this approach to governance continue. The effective and ethical CEO does not lobby individual board members. The CEO's job is to present valid and defensible recommendations to the full board, speak to the essence of such recommendations, and let the board make the decisions. The CEO must then implement what is decided. If this is not happening at your institution it is time to take stock of the effectiveness of your CEO and your governing board.

Margins of Error in Evaluation: A Final Note

In evaluating your CEO you must recognize that those participating in the assessment may make ill-informed judgments based upon erroneous assumptions, inaccurate information, misplaced goals or values, and emotion versus reasoned analysis. Perceptions are perceptions. That is why it is so critically important to design a reliable and valid process, along with appropriate evaluation criteria. Inherent in assessing more accurately the performance of the CEO is the mandate to reward the professional when deserved, and call for corrections in performance as indicated. The primary purpose of performance evaluation is to reference the extent to which the responsibilities of the executive are being fulfilled, and, to make needed adjustments to assure the institution is heading in a desirable direction in the context of its role and mission.

Both the CEO and the board of trustees play the central and essential role in assuring the effectiveness of the institution in meeting its role and mission. It is suggested you move forward if you have not already done so to assure that a valid and reliable assessment of your CEO is completed on an annual basis. The results placed in proper perspective, and acted upon, can only improve the quality of educational services delivered by your institution. Yours is a covenant which can only be fulfilled to the extent your president is an effective manager and leader. **How does your CEO stack up?**

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Leadership

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I was introduced to the concept of leadership over thirty years ago when I was a Naval Aviation Cadet in flight training at Pensacola, Florida. I studied leadership then and I read what I can on the subject now. Over the years whenever I have run into anyone who is referred to as a leader, I have observed them as much as I could and I paid special attention to their behavior patterns. I have come to conclude that a lot of people get things done but they are not necessarily leaders. Good managers can get things done. Great managers are able to accomplish impressive and monumental tasks. Leaders, on the other hand, tend to dramatically alter the attitudes of their followers who in turn, through conviction, make significant things happen.

Too many people get leadership all mixed up with management. Management is the science of getting things done through other people. Leadership is the art of materially transforming the attitudes and actions of other people.

Almost any bright, ambitious person can be trained to be an effective manager. Leaders, however, are far more difficult to develop. Although I doubted it for years, I am now almost convinced that leaders cannot be created, they just might have to be born. I think I could make a fairly good case for the argument that leadership training for people with genuine leadership potential is valuable, but if the leadership chromosome is not there to begin with, the best one can hope for following a rich program of training is a good manager. Mind you, that's not all bad. If I cannot have a leader, give me a good manager every time.

Great events may make great leaders but I doubt it. Serious situations can cause a lot of adrenaline to flow and, for a brief while, make a person function supernaturally or at least superhumanly. But for a long-term, day-in-and-day-out leader who happens to be on the spot when the time is right, a great event is simply the dynamite cap that sets him off. But once a leader is in motion, he tends to stay in motion for a prolonged period. The reason for this is that leaders change people; they don't just solve specific problems. Once their influence is felt, it is sustained by all of those other folks whose minds have been altered. Leaders make a lasting impression.

Any management textbook will spell out the principles of good management. Every one of them, with understanding and practice, can be learned. All of the characteristics of a leader, however, cannot be learned. Unfortunately, some can and that is why someone who may have picked up a trait or two gets incorrectly called a leader. In an attempt to make my point, consider my nineteen characteristics of a leader:

1. Leaders are effective communicators. Generally, they communicate verbally but not always. Often they are articulate but not necessarily. The people who follow an effective leader know their leader's theme. His grammar may be flawed but his followers catch the drift of his message. How it's done can be—and often is—different from one leader to another. Effective leaders are not vague.

2. Leaders have a passion for the task at hand. And they are tenacious. The leader's mission is his life. He may find time for other things, but his sights are only on the goal he seeks. Leaders are often poor partners in the card game of bridge. Leaders make poor companions on a vacation cruise. They are poor company at a cocktail party unless they are in control of the conversation.

3. Leaders have a high energy level. They never seem to become weary with their quest. They bubble with enthusiasm for accomplishing whatever it is they are working toward.

4. Leaders have unusual stamina. They may get sick or they may suffer under a physical handicap of some kind but that does not slow them down. They demonstrate the principle of mind over matter. They are often the first person on the project in the morning and the last soul to slip off for home at night.

5. Leaders are free from the control of others. They definitely exercise control over other people but they cannot accept the idea of being under the influence of others to any significant degree. They may be on someone's payroll but they establish their own parameters. Too often they are inattentive spouses and parents as well, although this is not always the case.

6. Leaders are competitive. They experience an uncomon joy in victory. They usually excel in physical contests such as racquetball, swimming, golf, tennis, fishing or fast driving. They are poor losers. They tend to wager a lot.

7. Leaders have a high tolerance for drudgery. They will stick with a project even if it means handing out literature in the rain or traveling for miles on foot or sitting through dull meetings or cutting out paper figures by hand.

8. Leaders have resilience. They bounce back quickly and completely from setbacks. They never say "uncle."

9. Leaders have great courage. They are not ashamed of their cause and they will advance it to anyone, anywhere and at almost anytime. They will leap in where angels fear to tread. It does not bother them if they appear obnoxious to others.

10. Leaders have the ability to listen. They recognize that nobody can learn much by talking. Leaders are often a study in active listening.

11. Leaders are curious. They are not only curious about things related to their mission but they hunger for all sorts of knowledge. Leaders who are literate read a lot. They may skim what they read but things in print fascinate them. They also like to watch machines in operation or ants at work or kids at play.

12. Leaders love people. They ingratiate themselves to others. When given a choice, they select an opportunity to be in a crowd. They seem to glean their energy from others through the process of osmosis.

13. Leaders have a keen intuition. Their instincts are sharp and usually accurate. Napoleon described this characteristic as having the ability to see the other side of the hill: the capacity to view things through the eyes of their enemy.

14. Leaders are true believers. Their cause is just and it demands the loyalty of every fiber of their body. Leaders are fanatics and they are immodest about their cause.

15. Leaders are fair to their followers. They will grab every unfair advantage over their opponent that they can lay their hands on but when it comes to their own crowd, they are just. They might be firm and stern, yet they are fair. They may find it necessary to sacrifice a few for the many, but leaders see this as a fair choice.

16. Leaders are able to make decisions. They are decisive. They may wrestle with options but they are able to quickly and clearly make a choice.

17. Leaders are their own press agents. Some do this in a more socially acceptable fashion than others but they all blow their own horn from time to time. With rare exception, they are optimistic and up beat. They project an attractive and inviting picture of the promised land toward which they travel.

18. Leaders are serendipitist. They transcend luck. They have a facility for experiencing fortunate outcomes.

19. Leaders lead. They are out in front; visible. They wear the team colors all of the time. They are not afraid to assume risk.

As in any listing of this type, no single person possesses all characteristics perfectly or all of the time. These are simply tendencies we might spot in leaders. These characteristics are most noticeable when a leader is on the trail of his prey or right in the middle of a quest. However, when times are calm, even leaders relax.

The world is full of men and women who have been elected to impressive offices. Some on the national scene. Just because someone occupies an important position, it does not necessarily make him or her a leader. What we see may be simply effective politics. We hear about people assuming leadership positions but, unfortunately, I see too few people exerting leadership: materially changing the attitudes and actions of people. Outside of the field of religion, I regret to say that I can name few leaders. Granted, I know women and men of influence in my legislature and Congress and in the professional circles where I circulate, but influence alone is not leadership. Rich people exert great influence but wealth is not a prerequisite to or a characteristic of leadership.

If my suspicions are correct, if leaders are born, then one might ask why there are so few of them around right now. Are we experiencing some rare form of birth defect throughout our land? If the answer to that is "no," what, then? Why are there so few leaders in sight?

The answer may be: there are legions of men and women, boys and girls out there with the right stuff, with leadership genes and tons of potential. They are not emerging because our system, sometimes intentionally but mostly unconsciously, is sitting on their heads. Those of us who occupy positions of influence are not exerting the proper leadership in this context. We are tending to perpetuate clones of ourselves in our comfortable systems. We do not welcome statistical outliers. (Where's their loyalty?) We don't appreciate having our positions challenged. (How dare they?) We don't feel safe with competition. (Some of us, whether we are genuine leaders or not, don't like to lose, either.)

The military academies administer aptitude tests that are designed to identify potential leaders. In education, however, we have a far greater, albeit seldom used, method for evaluating leadership aptitude. We have the opportunity to observe our junior colleagues first hand. We can watch them in meetings and at work on projects. We can hear them discuss issues and argue about whatever the hot topic of the day may be. We can talk with them personally and quiz them. If we know what to look for, we can see the ones with promise; the ones who may someday take charge and creatively channel the enthusiasm and talents of others in this complex field.

Within community colleges in particular we may have the greatest untapped resource of leaders on earth. We attract people to our classrooms and laboratories who more often than not are possessors of many of those qualities which I have cited that stick out in leaders. We draw people with passion. Our

success is due in large measure to the drive and vitality of our teachers, counselors, department chairs, directors, deans and support staff personnel. These are people who embrace our philosophy. They are stout believers. They have already demonstrated that they have the courage to mix in this fray.

Statistical probability guarantees that there is a gigantic batch of potential leaders in this land. Logic dictates that we have a bunch of them on our college campuses right now. If we who are assumed to be the ones in positions of responsibility and leadership do not get into gear and start figuring out how to discover the leaders of tomorrow, we put at risk a lot of important operations and services that our leaders from the past put in place for us. I for one do not want to jeopardize what men like Leonard Koos, W. C. Eels, Jesse Bogue, Doak Campbell, John Lombardi, Joe Fordyce, Peter Masiko, John Dunn and other departed community college champions built. I do not want those people of significance to our movement who are still alive to witness any kind of regression due to a lack of leadership in our two-year colleges over which I have any control. Do you?

Community colleges are in the staff development business. We sell that kind of service and expertise to the businesses around us. Universities have been of great help to us in formally preparing doctorates. But we need to look to ourselves to discover and encourage those people whom we need to govern our colleges when our current crop of competent trustees grow weary in their well doing, to preside over our institutions when we presidents are put out to pasture, to speak for us in Washington after Dale Parnell goes to seed, to lobby our state legislatures when this current corps of spokesmen is gone.

I have no doubt that this is our greatest challenge for the remainder of this century. Are we up to it? I am certain we are. But we need to be about it quickly. Any volunteers?

Dundalk Community College Undertakes A Study of Learning Excellence

Philip R. Day, Jr., President
Dundalk Community College
Baltimore, Maryland

Background

Dundalk Community College's Study of Learning Excellence has several sources. For two or three years the faculty had been feeling that many of their students were less successful than they could be. Faculty and administrators talked about a variety of cures for a variety of problems, and we had even made some important reforms. But it took a visit from John Roueche, Director of the Community College Leadership Program at the University of Texas at Austin, to convince us that our problems required radical solutions and that radical solutions were possible. We recognized a need for positive change along the lines of several models of excellence, including Roueche's study of Miami-Dade Community College.

In the Summer of 1986 I appointed a Study Group, consisting of six faculty members and one administrator, to design a process that would enable us to identify and achieve excellence across the college. Working with existing methods and developing some variations, the Study Group proposed a comprehensive study of learning excellence that met our special needs while at the same time using the best methods of existing excellence models.

Presented to the college community in August of 1986, the study design was approved by 79% of those who responded to a college-wide referendum. Faculty approval was close to 90%.

Given DCC's sixteen years of development, our efforts to achieve excellence came at an appropriate moment in our history. We are beyond the energy and momentum that carries a new community college through its first 10 years. But we are not so entrenched that we cannot accommodate the need for change if that is necessary. Most of our faculty and staff have been here long enough to know the community and our students thoroughly.

Process

Following approval of the Study, the original design team proposed a two-year program of research, implementation and evaluation—a college-wide study of excellence that focuses on student learning. I appointed a Project Director and a Steering Committee, consisting of 10 Working Group Chairpeople and a variety of administrative, staff, student, and community representatives. This group worked during the Fall '86 semester to develop a detailed Procedures Manual for the study.

The manual includes a breakdown of the 10 study areas. Teaching, curriculum and student readiness are identified as the direct influences on learning, while student services, academic support services, administration, classified staff, co-curricular activities, governance, and physical environment are identified as indirect influences. Within each of these areas we have identified a variety of topics as suggestions for the Working Groups as they plan their work for the next 18 months. Each group will review its own very comprehensive list and focus on those topics that seem most likely to have an impact on the quality (excellence) of the students' learning experience.

We have provided for two kinds of outside evaluation of the project. George Connick, President of the University of Maine at Augusta, will serve as a regular gadfly and consultant, visiting the campus four or five times a year to provide us with an interested outsider's perspective. In addition, at the end of the first and second years of the Study, we will convene a panel of experienced academic evaluators to spend a day evaluating and responding to comprehensive progress reports from each of the Working Groups. The Study design is flexible enough that it can be modified in response to these evaluations.

Structure

The Working Groups are organized around the ten direct and indirect *influences on learning* and composed of faculty, administration, staff, students, and, in some cases, community members. They are volunteers who, by and large, chose their own assignments. The Chairpeople of these groups were chosen by me with the advice of the original design team and are compensated three hours of released time each semester.

These ten chairpeople serve on the Steering Committee, along with the Deans, the Director of Institutional Research, the Director of Enrollment Development, student, classified staff, and community representatives, and myself. The Steering Committee provides overall coordination and direction and serves as an approving body for all recommended changes in program policy and procedures.

Support for the study is both broad and deep. It has been clear from the beginning that the Deans and I are willing to commit extensive energy and resources to the project, as well as suspend many ongoing activities so that this Study can become the college's highest priority. Faculty, staff and students have committed themselves to working on the project in unprecedented numbers. In fact, the commitment has been so great that the original design had to be changed to accommodate a faculty participation rate of better than 85% and a student participation rate that is twice what we had planned for.

The project is scheduled for completion in August of 1988 and will fit perfectly with our next scheduled self-study for the Middle States Association. That process, scheduled for completion in 1990, will provide for a comprehensive evaluation of the outcomes of the Excellence Study.

Inputs

The Study is driven by a number of inputs, not the least of which is the variety, experience and commitment of the participants. Partly because the moment is ripe and partly because of the quality of the participants, the people who are doing the week-to-week work of the Study are putting a lot of time and skill into it.

The individual Working Groups have conducted literature searches through ERIC and other methods. In addition, the Steering Committee is coordinating the search for and distribution of less specialized materials that provide input on both the excellence movement and on the improvement of learning systems. Funds have been set aside for individuals to attend content-oriented conferences and workshops and for small groups to visit other campuses to study exemplary programs. Finally, evaluators and consultants will contribute their expertise.

Outcomes

We expect that the outcomes of this process will be transformational, both generally and specifically. Broad program and policy changes will enable us, first of all, to measure student learning course-by-course as well as throughout a completed program. Given accurate measures of students' success and failure, we will be able to improve student success and retention rates and, by exten-

sion, faculty success rates and job satisfaction. We also look forward to improvement in an organizational climate that is already above average. Because of the extent of faculty and staff involvement, and the bottom-up nature of the process, we expect faculty and staff ownership of the changes to be high. Finally, the process that we have designed for implementing change has built into it the means for systematic, long-term evaluation and revision of all changes, large and small.

Where We Are Now

Nine months into the two-year process we have completed the planning phase, and we are well underway with implementations. The ten Working Groups have met regularly for three months. They have prioritized their topics, begun working on a variety of issues, some major and some merely preliminary, and are continuing to conduct research. The Groups have organized themselves variously and are working in a variety of ways. The Steering Committee is meeting regularly to clarify procedures, to assist in the coordination of overlapping issues and to pass on recommendations. These early recommendations have been the type that enable the work to go forward, so we have not yet had any experience with recommendations that will result in major changes. The involvement of faculty and staff has remained high, and though a few people have dropped out of the process, others have stepped forward to take their places.

In early June, we scheduled a four-day working retreat that enabled us to do a number of things we couldn't do on a week-to-week schedule: discuss, as a committee of the whole, a major issue—general education—meet with a panel of outside peer evaluators to assess our progress, and to consolidate our work to date in two day-long working sessions. Finally, we expect that during the summer some faculty and staff will be able to implement the initial phases of this year's recommendations.

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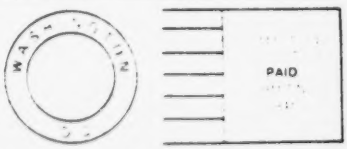

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The Economic Implications of the American Nursing Association Proposal on Entry Into Practice*

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An Overview

Much controversy has developed around the proposal of the American Nursing Association (ANA) to require a Baccalaureate degree for entry into the practice of professional registered nursing (RN). As an educator, I can understand the desire of a profession to improve the quality and scope of their training. However, in this instance, the ANA has presented no persuasive argument in favor of the change, save that it is, in their opinion, necessary.

Given the projected shortages in the Registered Nursing pool**, this proposal is at the very least, unreasonable. The plan calls for the elimination of the Associate Degree Registered Nursing programs, and their conversion to a newly planned Technical Nurse (combination of some LPN and some Associate training). The Diploma schools are to be closed, as are the current Licensed Practical Nursing Programs.

But what about the product that is to be eliminated? Why remove professional status from the Associate and Diploma school graduate when the need for nurses is so great? Why would one not increase the scope of responsibility for the Baccalaureate Nurse instead? These questions are never addressed by the ANA. The organization seems determined to eliminate the very programs that educate the majority of nursing graduates. Let us then review the facts. (See Chart No. 1.)

In 1983-84, 764 Associate Degree Nursing programs existed in the United States, producing 41,849 graduates, or about 54% of all nursing graduates. Baccalaureate programs produced 23,855 graduates, with another 11,704 students completing their programs at diploma schools.[1]

CHART NO. 1
Nursing Graduates All Categories 1984

Program Type	Number of Graduates	Percentage of Total
Baccalaureate	23,855	31%
Associate	41,849	54%
Diploma	11,704	15%
TOTAL	77,408	100%

Of the current RN's who are actively employed as part of the nursing pool, 70% are community college or diploma school graduates; and this percentage is projected to increase by at least 3% by 1990.[2]

The quality of the Associate Degree and Diploma school graduate is outstanding. In 1983, amongst students taking the licensure examinations for the first time,[3] 92% of the Diploma students and 91% of Associate Degree graduates passed the examination on the first attempt. This compares rather favorably with the 87% passing rate on the same examinations experienced by Baccalaureate graduates. In addition, Associate Degree programs enroll the largest number of older reentry students, as well as the

*©Roger A. Van Winkle, original paper delivered to the NOAADN National Convention in Dallas, Texas, April 22, 1987. Current article modified to reflect change in more recent data.

**Projected to be 322,000 RN's short by the turn of the century.

largest numbers of minority students.[4]

Since Associate Degree programs are located within the geographic regions they serve, the graduates of these programs tend to remain in the Service Area (61.3% nationally).[5] Thus, the Associate Degree programs are able to supply RN's in rural areas where the need is critical, and to attract both minority faculty and minority and non-traditional students to meet the socio-cultural requirements of urban communities.[6]

But for us to oppose the ANA with comments on the quality of Associate Degree graduates, as justifiable and accurate as those comments are, may not be sufficient to derail the well financed and well orchestrated efforts of the American Nursing Association.

What is needed is an approach that will convince both the health care industry and the governmental regulatory and legislative bodies that the economic "price tag" of this proposal far exceeds any imagined benefit; particulary since no improvement in health care has been identified as an outcome of the ANA proposal.

In this article then, I will look at the economic impact of the ANA proposal; and its effect on the cost of nursing education to the student, the public in general, and community colleges in particular. Such an approach will buttress, in dollars and cents, the argument that quality nursing is the Associate Degree program graduate.

To begin our analysis we must try to answer the following questions:

1. What will be the impact on the nursing pool (entire pool of eligible nurses at all levels i.e., Baccalaureate, Associate, Diploma, LPN) if the ANA proposal is enacted?

2. How many nurses will be affected?

3. What will be the potential economic impact of the ANA proposal in terms of educational cost, cost to the public, and potential increase in health care costs?

4. What will be the potential economic impact of this proposed change on community colleges?

The 1984 Class

One method that could be used to help determine the size of the nursing pool, might be to use the 1984 graduation statistics mentioned earlier, and project what would have been the impact on the nursing pool if the ANA proposal had been operative in 1984. (See Chart No. 2.)

CHART NO. 2
Impact of ANA Proposal Using 1984 Nursing Graduates

Program Type	Number of Graduates	Eligible to Sit for Exam
Baccalaureate	23,855	23,855
Associate	41,849	—0—
Diploma	11,704	—0—
TOTAL	77,408	23,855
NET LOSS OF RN'S		<53,553>

If states had required that only Baccalaureate student graduates could sit for the Registered Nurse examination, the nursing profession would currently be 53,553 additional nurses short in the nursing pool as a result of the ANA proposal.[7] Obviously, such an impact could be catastrophic for the nursing profession, as well as for the level of health care offered to the general public.

But certainly we cannot use such a simple methodology regarding the size of the nursing pool, since the issues impacting the total nursing pool numbers are considerably more complex.

Projection For The Year 2000

According to the Department of Health & Human Services 1984 *Report to the President and the Congress on the Status of Health Personnel in the United States* (See Chart No. 3), by the year 2000, 1,371,500 Baccalaureate and higher degree registered nurses will be needed in the United States. In addition, 937,000 ADN and Diploma Registered Nurses will be required. This will produce a total nursing pool requirement of 2,308,500 RN's. The supply of all nurses projected to be trained and available by that year is 1,986,300 or a net shortage of 322,200 RN level nurses in the pool.[8]

CHART NO. 3
Report To The President And The Congress On The Status Of Health Personnel In The United States

Projected Requirements In the Year 2000 for the Nursing Field

Baccalaureate or Higher	1,371,500
Associate/Diploma	937,000
Total RN's Required	2,308,500
Combined Projected availability of Personnel—All Categories	1,986,300
Net Undersupply Projected	<322,200>

Continuity Impacts The Nursing Pool

There is another factor that contributes to the nursing pool shortage as reflected in these projections. Two studies are informative. In the first, the data indicates that Baccalaureate nurses leave the profession earlier, and in greater numbers, returning more often as part-timers than do Associate Degree nurses. The second study confirms the first, and indicates that the total number of Baccalaureate nurses who leave the nursing profession annually is significantly greater than for either the ADN or Diploma school graduates.[9]

In a study of RN's fifteen years after graduation, 68% of ADN's were still employed in the field of nursing compared to just over 60% for Baccalaureate nurses. Also keep in mind that Baccalaureate graduates tend to look towards supervision, rather than direct patient care, for purposes of professional advancement.[10] As a result, the nursing pool contains a larger number of Associate Degree and Diploma school graduates; and, these tend to stay in the profession. Thus, if we were to adopt the ANA proposal and restrict the number of ADN and Diploma nurses, we would substantially reduce the potential graduates and practicing nurses found in the nursing pool.

Whether these studies are entirely accurate is probably not as important as the evidence which demonstrates that the turn-over in nursing is considerably greater than amongst other health care professionals; and as a result, the total pool of applicants needs to be greater than either the number of graduates, plus numbers already in the field, would indicate. Unfortunately, evidence as late as March 1987, demonstrates that the pool of applicants, and thus the pool of potential nurses, is shrinking by as much as 50%. Remember the year 2000 report which projected a shortage of 322,200 nurses? The impact, given nursing turnover, could actually generate a nursing shortage substantially larger than what has been projected.[11]

The ANA Generated Nursing Shortage

Let us apply simple mathematics to the information we have just reviewed. If, in the year 2000 we will have a shortage of 322,200 RN's (Baccalaureate, ADN and Diploma school), what would happen, once again, if we eliminated the ADN and Diploma school graduates from sitting for the RN examination. The potential shortage would be 1,556,100 RN's.[12] A considerable impact on the health care system in the United States. (See Chart No. 4 on next page.)

CHART NO. 4
Projected Nursing Requirements
In The Year 2000
Impact Of ANA Proposal

Projected RN Requirements	2,308,500
Projected Availability of Baccalaureate or Higher Eligible for Exam	752,400
Net Shortage RN's	<1,556,100>

However, once again we cannot arbitrarily deal in such figures. We must reach a rational percentage of current applicants who would enter Baccalaureate programs who now attend ADN or Diploma schools or perhaps LPN programs. To compute economic impact we can, after all, only deal with what can actually be projected, based on the availability of candidates in the nursing pool.

One approach might be to also determine how many LPN's would be needed in the year 2000, assuming that all ADN's, Diploma School and perhaps "leftover" LPN's would, if required to do so, enter a Baccalaureate program. On the face of it, such an assertion is very unlikely. But we are dealing with an attempt to determine demographic possibilities in order to project *all* possible nursing pool applicants, regardless of projected levels of entry.

Such an approach is of course fraught with research and statistical possibilities for error. But since there is almost no other statistical evidence, except the year 2000 study, on either side of the issue, and since we are interested in ultimately arriving at the economic impact of the ANA proposal, I will be arbitrary and follow such a methodology. (See Chart No. 5.)

In the year 2000, there would still be a projected shortage of 118,000 nurses in the total "nursing pool" if every projected ADN and Diploma school nurse, and 204,200 LPN's chose to change their educational objectives and enter a Baccalaureate program.[13]

CHART NO. 5
Projected Nursing Pool Requirements
All Categories Year 2000

Projected RN Requirements		2,308,500
Projected LPN Requirements		490,300
Total Projected "Nursing" Requirements		2,798,800
Total Projected Availability of entire "Nursing Pool" all Categories	Baccalaureate	752,400
	ADN/ Diploma	1,233,900
	LPN	694,500
		2,680,800
Net Shortage Projected		<118,000>

Economics of ADN Graduates

Could such a shift in the nursing profession occur? As an educator, I believe it to be educationally nearly impossible. But, what about the socio-economic feasibility of such a shift amongst this group of students? Let us take a moment to analyze the ADN nursing student's socio-economic profile—a profile that is even more severe for the LPN student. (See Chart No. 6 on next page.)

Given both the socio-cultural realities, and the economic factors, it is extremely unlikely that our earlier referenced LPN's or many ADN's for that matter, would be able to pursue a Baccalaureate program, even if they chose to do so.[14] An interesting corollary is that while Baccalaureate nurses do receive an average higher salary, it seems to be as much a factor related to additional managemaent responsibilities as to degree earning power.[15] Thus one argument for the Baccalaureate requirement, i.e., more money, is true only if one is interested in supervision.

CHART NO. 6
Socio-Economic Profile For ADN Students

1. Both the student and public contribute to a nurse's education: 20% student, 80% Public and Foundation.

2. 48% of ADN students receive scholarships or loans with the percentage increasing to nearly 100% in programs requiring full time attendance.

3. 85% of ADN students hold part-time or full-time jobs while attending school.

4. The average community college nursing student is slightly older than her Baccalaureate counterpart, is likely to be married, and nearly half have family responsibilities.

5. According to studies, economic support from the family/spouse, is a major determining factor in selecting two-year over four-year programs.

6. "Opportunity Costs". Cost to students in terms of additional tuition, fees, books, transportation, uniforms, insurance, living expenses, interest on loans, and two years of lost earnings.

Cost of Nursing Education

Now that we have at least partly reviewed what factors impact the nursing pool, it is time to try and apply some basic economic realities to nursing education. We will refer to the nursing pool numbers later, as the basis for some of our economic forecasting.

Let us undertake a simple economic analysis of nursing education. What did it cost, on an average, using *tuition* and *fees* only, to educate the 1984 graduating class? And, what would have been the economic impact in 1984 if the ANA proposal had been in effect? (See Chart No. 7.)

First, we must recognize that the figures in Chart No. 7 do not include the economic "Opportunity Costs" referenced earlier, or basic living costs for students. We know, of course, that the ADN student generally lives

CHART NO. 7
Costs of Educating The Nursing Class of 1984

Current Costs by Program

Program	Number of Graduates	Cost Per Program	Total $
Baccalaureate (31%)	23,855	$13,900	$331,584,500.00
Associate (54%)	41,849	4,750	198,782,750.00
Diploma (15%)	11,704	5,500	64,372,000.00
TOTAL	77,408		$594,739,250.00

ANA Proposal—Graduates All In Baccalaureate Programs

Program	Number of Graduates	Cost Per Program	Total $
Baccalaureate	77,408	$13,900	$1,075,971,200.00

Net Increase of ANA Proposal

Cost increase to society with no measurable improvements in health care delivery	$481,231,950.00

Cost Breakdown

Additional Cost to Students—ANA Proposal (20%)	$ 96,246,390.00
Additional Cost to Public— ANA Proposal (80%)	$384,985,560.00

at home, while the Baccalaureate student is generally a resident student. Simple calculations would project at least a doubling of costs for the residential student.

But even a quick perusal of Chart No. 7 shows us an added cost of nearly *ONE-HALF BILLION DOLLARS* for the ANA proposal, if all 77,408 students graduated in 1984 had been educated in a Baccalaureate program. And, please keep in mind, there has never been a position put forth by the ANA which shows improvements in health care as a result of this tremendously increased expenditure.[16]

Students would be required to pay an additional $96,246,390 to become registered nurses, while the public would be expected to pay an additional $384,985,560 for the same level of health care.

The ANA Generated Economic Impact—Year 2000

Let us now go back to our projections for the year 2000. We have seen what the economic impact of the ANA proposal would be if it had been applied to the 1984 graduating class. What would happen if the same approach was used with the projections for the year 2000.

Remember, according to the report in the year 2000 there will be a shortage of 322,200 RN nurses. Presuming that the excess LPN's who were referenced earlier, or some one else who has not been identified, will reverse all trends and materialize to fill this projected requirement, what would be the economic implications if we applied the ANA proposal, as compared to the current mix, to just the year 2000 projected shortfall? (See Chart No. 8.)

CHART NO. 8
Projected Shortage—ANA Versus Current Program Cost Mix—Year 2000

Year 2000 Projected Shortage	ANA Baccalaureate Proposal in 1985 Dollars	Total Cost ANA Proposal in 1985 Dollars
322,200	$13,900	$4,478,580,000.00

Projected Costs Current Program Mix

Program	Students	Current Costs	Total Cost 1985 Dollars
Baccalaureate (31%)	99,882	$13,900	$1,388,359,800.00
Associate (54%)	173,988	4,750	826,443,000.00
Diploma (15%)	48,330	5,500	265,815,000.00
TOTAL	322,200		$2,480,617,800.00

Net Increase of ANA Proposal

Increased cost of educating same Nurses ADN Proposal versus the current method.	$1,997,962,200.00

Cost Breakdown

Additional Costs to Students—ANA Proposal (20%)	$ 399,592,440.00
Additional Costs to Public— ANA Proposal (80%)	$1,598,369,760.00

Once again please note, with no measurable improvements in health care, the ANA proposal will cost the nursing student and public nearly *TWO BILLION DOLLARS* additional. Apparently in their desire to improve the "quality of salaries", the ANA is prepared to use the licensure process, which was designed to protect the public health, as a means of improving salaries. No other explanation is feasible.

We all know that part of the ANA proposal calls for "grandfathering" current RN's regardless of educational level. One state legislative commission noted that the ANA proposal is clearly a "cartel" device to raise salaries.[17] Nevertheless, let us assume for a moment that all RN's needed by the year 2000 will be as per the ANA proposal, graduates of Baccalaureate programs. No, that might not be fair since some in the pool will have been educated through one of the current methods. Let us instead assume that the year is 2050. We need the same number of nurses projected in the year 2000 study, and there is no one left under the ANA "grandfather" provision. What would be the economic impact of the ANA proposal, compared to the current mix, if we needed to educate at the Baccalaureate level, all 2,308,500 RN's required by the American health delivery system. (See Chart No. 9.)

Remember, once again with no projected improvements in health care delivery or services, the ANA proposal would require the American public to spend an additional *FOURTEEN AND ONE-HALF BILLION DOLLARS* (1985 dollars), to pay for the projected levels of nursing services required in the year 2000.

Now that we have used federal projections and actual 1983 National League for Nursing (NLN) determined costs per program[18] to demonstrate the economic absurdities of

CHART NO. 9
Projected Economic Impact Of ANA
Proposal on Projected Pool—Year 2000/2050

ANA Proposal

Projected Requirements	ANA Proposal Baccalaureate Cost—1985 Dollars	Total Cost of ANA Proposal—1985 Dollars
2,308,500	$13,900	$32,088,150,000.00

Current Mix

Program	Nursing Students	Current Costs	Total Cost in 1985 Dollars
Baccalaureate (31%)	715,635	$13,900	$ 9,947,326,500.00
Associate (54%)	1,246,590	4,750	5,921,302,500.00
Diploma (15%)	346,275	5,500	1,904,512,500.00
	2,308,500		$17,773,141,500.00

Net Increase of ANA Proposal

Increase result of ANA versus current approach—1985 Dollars	$14,315,008,500.00

Cost Breakdown

Additional Costs to Students—ANA Proposal (20%)	$ 2,863,001,700.00
Additional Costs to Public —ANA Proposal (80%)	$11,452,006,800.00

the ANA proposal, let us take a few moments to look at the economic impact the ANA proposal would have on the community colleges—the agencies who deliver most of the ADN training.

Economic Impact of ANA Proposal On Community Colleges

According to a presentation on the ANA proposal by the American Association of College Nurses entitled "Entry Into Practice: Let's Talk Numbers", delivered in Snowmass, Colorado in 1985,[19] the projection, based on the year 2000 study, is to reduce current ADN program enrollments by 296,900 students by the year 2000. This represents the ANA's solution to the nursing shortage. They feel by removing RN status from the ADN programs, they will force community colleges to change their program objectives and support the newly proposed Technical Nurse program. However, even if such a proposal were accepted, it would still mean a loss in enrollments to the community colleges of 296,900 students. (See Chart No. 10.)

CHART NO. 10
Economic Impact of ANA
Projected Reduction in Student Enrollment—Community Colleges
Year—2000

Enrollment Reduction	Program Costs 1985 Dollars	Total Reduction in 1985 Dollars
296,900	$4,750*	$1,410,275,000.00
Total Yearly Reduction—		$ 47,009,167.00
Average Loss Per College for 764 ADN Community College Programs		$ <1,845,910.00>

*Remember program costs are for two year cycle.

If we use the idea of a fifteen to sixteen year leadtime, that is 1984-85 to the year 2000-2001, adjusted into the future as may be necessary, the collective yearly *negative* economic impact on community colleges would be about *FORTY-SEVEN MILLION DOLLARS*—a tidy sum indeed.

Taking our figures of about 754 Associate Degree community college programs, this would reduce each community college budget, at schools with ADN Nursing programs, an average of *$1,846,000* for each school for the transition period. This is with the understanding that community colleges would already have committed additional resources to convert to the new Technical Nursing Program. There are additional costs beyond these conversion factors.

In a recent study on Associate Degree nursing programs by Elsa Brown in *Nursing and Health Care*, March 1987, the author cited statistics and interview data that demonstrated ADN programs "are operating with deficit budgets. College presidents explain that the positive aspects of deficit budgeting are that Associate Nursing programs are prestigious and provide excellent public relations...and that...nursing departments put highly motivated students into general education and science classrooms."[20]

I would point out that as an educator, whose college has both ADN and LPN programs, we know that although LPN students are often students as dedicated as their ADN counterparts, they usually have more difficulties in meeting academic requirements, and take fewer general education and science courses. In addition, they have more financial difficulties and often come from a more depressed socio-economic background. Their completion rates are also considerably lower than for their ADN counterparts.[21]

The ANA proposal presumes that community colleges can switch to the LPN technical type nursing programs, and that the economic impact is apparently "break-

even". Putting aside the fact that the ANA proposal calls for the *reduction of 296,900 nursing students* in community college programs (beyond what community colleges will "generate" through the Technical Nursing programs), the "extras" which justify deficit ADN budgets, would be reduced or eliminated by such a transition. Therefore, the associated benefits referenced by Brown would disappear.

With fewer general education and science courses required, with less capable students and increased developmental education costs, and an academic load that is on the average lighter for LPN students than for ADN students, the economic impact on community colleges of such a proposal goes far beyond the average $1,846,000 loss projected for each college due to reduced ADN enrollments.

The ANA proposal will also have an impact on other areas of the college such as the Arts and Sciences; laboratory technical program staffing; developmental programs; counseling; recruiting and retention efforts; staffing patterns in the technical nursing program themselves; possible reductions in work force in the Nursing and Science programs; and finally the public relations value referenced earlier.

While I cannot project the economic impact of all these issues, a conservative estimate based upon my own campus situation, which is not unlike numerous other community college programs, is that the total cost impact of the ANA proposal for community colleges currently involved in ADN Nursing programs, would be at least twice as large as originally projected. In our figures this could mean a net loss of nearly $3,700,000 for each college—after we converted, and had to pay the price, for the LPN-based new Technical Nursing program.

And remember, there is no projected improvement in the quality of health care services, in return for a possible economic loss in the billions of dollars. The ANA plan cannot, at least on economic grounds, be justified. This proposal represents extremely poor public policy.

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[1] *Nursing Data Review*, National League for Nursing, Division of Public Policy and Research, New York, New York, 1985 pp. 2, 3-4.

[2] Elsa L. Brown, "The Economics of Change: Associate Degree Education Today and Tomorrow", *Nursing and Health Care*, March 1987, p. 147; *Facts About Associate Degree Nursing 1984-85*, New York, National League for Nursing, Council of Associate Degree Programs, 1985, pg. 1.

[3] National Council Licensure Examination—Registered Nurse (NCLEX-RN).

[4] *Federation for Accessible Nursing Education and Licensure*, Seattle, Washington, 1985. "An Analysis of the Entry-To-Practice Proposal of the American Nurses Association (The 1985 Proposal), by Andrew Dolan in *Journal of Health and Politics, Policy and Law*, (Vol. 2, Number 4), 1978, update note. pg. 508. See also: *Facts About Associate Degree Nursing*, Footnote 2. above, pg. 1.

[5] National League for Nursing, *Nursing Data Book*, 1983-84, NLN New York 1984.

[6] *Nursing Data Review*, see Footnote No. 1, pg. 109.

[7] *Nursing Data Review*, see Footnote No. 1, pp 2, 3-4.

[8] Department of Health and Human Services. *Report to the President and the Congress on the Status of Health Personnel in the United States*, Washington, D.C., 1984.

[9] Dolan, See Footnote No. 4, pp. 520-521, 523-524.

[10] Lucile Knopf, "Registered Nurses Fifteen Years After Graduation, A Report of the Nurses Career Pattern Study." National League for Nursing, Publication No. 19-1919, NY 1983.

[11]Elsa L. Brown, see Footnote No. 2, p. 148. Also see "9.2 Percent Decline Reported in Nursing Enrollment", *The Chronicle of Higher Education*, March 25, 1987, p. 2; "RN Shortage Threatens Quality of Care", *The American Nurse*, March 1987, pp. 1-5, 11, 14; Lucile Knopf, see Footnote 10, p. 12.

[12]*Report to the President...*, See Footnote No. 8.

[13]*Report to the President...*, See Footnote No. 8.

[14]Elsa L. Brown, See Footnote No. 2, pg. 148. Also see *The Chronicle of Higher Education*, March 19, 1986 for breakdown of tuition percentages at two year colleges for 1983-84; and Andrew Dolan, See Footnote No. 4, pg. 522, also *Nursing Data Review* 1985, pg. 42.

[15]Andrew Dolan, See Footnote No. 4, pp. 523-526, *Nursing Data Review* 1985, pp. 130-148.

[16]*Nursing Data Review*, See Footnote No. 1, pp. 11-15. Average costs reviewed.

[17]Andrew Dolan, See Footnote No. 4, p. 517, New Jersey Legislative Commission notes that this proposal should be "presumptively viewed as a cartel-oriented device whose motive is to decrease supply and thereby raise the earnings of the cartel's membership."

[18]*Nursing Data Review*, see Footnote No. 1, pp.11-15. Review average costs for tuition and fees as of latest reports (1983-4) from Associate Degree, Diploma, and Baccalaureate programs in all states and several related regions.

[19]Margretta M. Styles and William L. Holzomer, "Entry Into Practice: Let's Talk Numbers!", American Association of Colleges of Nursing, American Organization of Nurse Executives, *Nursing In the 21st Century Conference*, Snowmass, Colorado, 1985, p. 6.

[20]Elsa L. Brown, See Footnote No. 2, p. 149.

[21]*Nursing Data Review*, See Footnote No. 1, pp. 166-168.

A Prescription for Exemplary Boardsmanship

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The following ideas may not be new or revolutionary, nor are they intended to be a comprehensive list of successful board member attributes and qualifications. However, based upon extensive observations of trustee and presidential behavior during the past fifteen years, these guiding principles, taken together, constitute what might be called "A Prescription for Exemplary Boardsmanship."

Your first interest is to help the college.

If you didn't want to help, to be of service, there would be no reason to volunteer your time, effort, and resources. An effective trustee has deep feelings for the college he or she serves, and believes in the mission and purposes of the institution. The trustee's primary purpose is to make the college a stronger or better institution because of service rendered. Don't court or expect personal glory. But do take proper pride in the successes and achievements of others, including other board members, college administrators, faculty, staff, students, and programs and activities of the college.

You are in a position of public trust.

You must be completely ethical with the highest standards of integrity. This means board business is conducted in public view, no private deals, no covert activity, no secret decisions. College business is public business that must be conducted at the board table and not behind closed doors. The only exceptions that may call for executive sessions to exclude the public might include issues dealing with personnel, real estate transactions, or litigation. You should insist on an open system of governance, and always be willing to let the public witness your deliberations and inspect your programs, activities, and facilities. The result of such openness is public confidence in both the board and the college.

You are part of a team.

Regardless of your expertise and no matter how good your ideas, your goals can only be achieved through cooperation with the college administration and other board members. Thus, you work to develop team-building skills that enhance board productivity. You alone cannot outvote the board and determine policy. No single trustee can commit the board or the college to any action or position until the issues are openly explored and the board has made a group decision based upon all available information. A trustee has no authority when the board is not in session, and can make promises and speak for the board only when authorized by the board to do so.

You do not represent special interests.

Effective board members know the hazzards of representing special interests. Single issue trustees lose credibility and quickly come to know feelings of isolation. Board policies simply cannot be determined on the basis of narrow local politics, what's good for the Farm Bureau, the Sierra Club, the Fine Arts Council, your own neighborhood, or any particular group or organization. The thoughts and feelings of all interested parties deserve fair consideration. College

problems cannot be satisfactorily resolved by board members with special axes to grind. This does not mean you shirk from legitimate issues of public concern, such as seeing that your college actively seeks to preserve minority access to higher education. It simply means that you view issues from a broad perspective, seeking consensus to adopt solutions that serve the best interests of the entire college community.

You appoint, evaluate, and support the president.

Since the president and his or her effectiveness is key to the success of the board, and because it is the president to whom the board often looks for guidance and to whom major authority is delegated for administration of the college, appointing the president and evaluating his/her performance is usually thought to be the board's most important responsibility. Your strong support for the president is also deemed essential if the college is to benefit from effective leadership.

Since conflict can emerge when you are expected to both evaluate and support the president, the interdependent nature of this partnership calls for sensitive assessment procedures that work toward the overall best interests of the college. Presidential evaluations should be geared to enhance rather than penalize performance, and their results should lead presidents to do what is right and what must be done rather than what might be expedient, popular, or easy. If an evaluation calls for changes in the administration, have the courage to make those changes, but do so in a very caring and professional manner.

You are willing to be evaluated as a board member and as a board.

Since effective boards and presidents do function best as partners, a logical extension of this partnership suggests that your board's performance be assessed regularly in tandem with presidential evaluations. There are many ways to evaluate the performance of you and your board. The use of outside consultants, various models for self-assessment, and informal feedback from administrators and other groups can be helpful. The electorate or appointing official is of course the final evaluator of your performance, but a board that cares and is secure enough to undergo more frequent evaluation demonstrates an attitude of teachability and flexibility that bodes well for the governance of higher education.

You want to learn and be informed.

Election or appointment to the board does not of itself immediately equip you with all requisite knowledge or wisdom to be an effective trustee, even though people may expect instant help and look to you for solutions to difficult problems. You should recognize the continuing need for growth on the job, and be willing to thoroughly study the board agenda, read other materials related to the college and its offerings, attend college functions to become well informed about its programs and mission, and participate in trustee education programs (such as those provided by ACCT). Few things are more offensive to a college president, professional staff, or concerned citizens than the propensity of a trustee to provide simple and ready answers to complex questions before those questions are fully articulated, and before alternative solutions have been explored and opportunity has been provided to consider the implications of board action.

Your prime function is policy making, not administration.

Policies are statements of general principle adopted by the board to assist administrators in solving problems of a similar or repetitive nature. They provide advance sanction for discretionary action on the part of administrators to resolve recurring problems. Board policies should not include the details of management, and you should resist the

temptation to directly administer policies your board has established.

On the other hand, you should not permit presidents to usurp the policy-making function, simply because they have ready access to the tools by which decisions are made and can control the organization largely by controlling board meeting agendas. Through the systematic adoption of sound written policies—with a procedure for monitoring them and keeping them up-to-date with student, faculty, and community involvement—you will not be personally involved in running your college, but you will be able to establish directions and set standards to see that your college is run well.

You work to ensure adequate funding for the college.

You share in an important task to inform the community, state, and other funding sources of the financial needs of the college, and you support both public and private efforts to raise funds that provide sound financial backing for the institution. You see that the college maintains a sound program of fundraising that includes clear statements of need and orderly procedures for soliciting and reporting local, state, and federal appropriations as well as private gifts from individuals, groups, corporations, and foundations. Moreover, you work to develop and implement policies that assure the public and all interested constituents that monies are well spent and that the college operates in conformance with sound management and fiscal practices.

You set goals for the college and evaluate progress.

Since board members are ultimately responsible for the success of the college, it is necessary that institutional goals be established and that progress be measured to determine how successful the college is in achieving its purposes and mission. While you may not directly establish all of the goals and evaluate progress toward their achievement, you have the responsibility to raise questions and participate in or be informed about institutional planning and evaluation processes at the college, and you should see that these processes have ongoing priority.

Results of a National Survey of Local Community College Trustees: Trustee Characteristics

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Editor's note: This article is the first in a series which will describe the results of a 1987 national survey that was done in conjunction with the Community College Leadership Program at the University of Texas at Austin. The author wishes to express her gratitude to the many trustees who took the time to complete the survey and to share their thoughts with her.

Community colleges are in a transitional phase, after a long period of almost unlimited growth. The trustees who govern community colleges will be very influential in determining the future directions of this large, diverse segment of higher education. A national study of local community college trustees was undertaken in order to provide insights as to trustee beliefs and values, and to suggest ways in which they could work effectively in an uncertain environment.

The purpose of the research project was to collect information from a national sample of elected and appointed local community college trustees, regarding their personal characteristics and their attitudes about college and board issues. Secondary objectives of the study included: comparison of the current trustee group with a similar group of trustees who were studied in 1978; analysis of the attitudes of current trustees; and description of the attitudes and operating styles of members of two specific local governing boards.

Methods and Procedures

The study had two major phases: a survey of a sample of appointed and elected local community college trustees and case studies of two specific boards of trustees. For the national survey, 90 colleges were randomly selected from a pool of 578 community and technical colleges in the 28 states that have local governing boards. Half of the colleges in the national sample had appointed boards; the other 45 colleges had elected trustees. The colleges were located in 24 different states and were governed by 724 trustees. Each of these board members was asked to participate in the study, and the CEOs of the 90 colleges were informed of the purpose and goals of the research project.

A three-part questionnaire that focused on the personal characteristics of trustees, their attitudes toward college and board issues, and information about board-related activities was sent directly to the 724 trustees in the national survey sample. In addition, 78 of the 90 colleges in the survey phase of the project were called in order to confirm certain information about the colleges and boards.

The overall response rate to three mailings of the survey questionnaire was 72 percent; 522 trustees returned usable questionnaires by the survey deadline. Responses were received from 68 percent (N=285) of the appointed trustees and 78 percent (N=237) of the elected trustees.

Personal Characteristics of Local Trustees

Table 1 summarizes personal characteristic data for the 522 trustees who responded to the survey. The majority of the respondents were men (71.1 percent). The average age of the total group was 54, and actual ages ranged from 23 to 77. Only six trustees were 30 years old or younger, while 36 trustees were 70 or older. When age data were grouped into four categories, 65 percent of the respondents were over 50 years old. Ninety percent of the trustees who responded were Caucasian; 6.9 percent were Black, and one percent were Hispanic.

Most of the trustees were highly educated and were engaged in professional or managerial occupations. Almost three-quarters of the group (72.9 percent) had earned a bachelor's degree or had completed different levels of postgraduate study. Twenty percent were managers in business or industry, and 14.4 percent noted that they had retired from various business or professional roles. Of the professionals who responded to the survey (40.7 percent of the total group), the professions most frequently checked were education (20 percent), law (9 percent), banking or finance (8.8 percent), and medicine (6 percent).

Income categories on the survey ranged from under $25,000 to over $85,000, and income was defined as family income in 1986. Many trustees (23.5 percent) checked the top, open-ended income category, but almost half of the respondents (47.7 percent) had a family income of less than $55,000 last year. Average annual family income was approximately $58,000.

Almost half of the trustees (49 percent) had served on their college boards for five years or less, while 11.3 percent had more than 16 years of board experience. Average length of board tenure was 7.4 years. The 32 trustees who had been on their boards from 20 to 27 years (7.7 percent of the group) probably had served as trustees since the founding of their colleges.

The majority of the trustees who responded (72.8 percent) noted that they or a family member had attended a community college. Trustees were not asked whether they had attended the college for which they served as board members.

Many of the trustees were members of corporate boards and had held other public office in addition to serving as college board members. Over half of the respondents (51.9 percent) had served on at least one corporate board during the last 15 years, while 4.7 percent had served on six or more boards of directors in the private sector. In addition, 54 percent of the trustees indicated that they had been elected or appointed to another public office in the last 15 years.

When asked if they would like to be elected to a different public office in the future, 33.5 percent of the trustees responded affirmatively. These trustees indicated that they were interested in running for elective office at four different levels of government: municipal (11.1 percent), county (11.1 percent), state (8.8 percent), and federal (2.1 percent). Trustees described themselves politically as conservatives (36.6 percent), moderates (50.3 percent), and liberals (12.7 percent).

Trustee perceptions of budget conditions at their colleges occasionally varied among members of individual boards. More than one-third of the trustees (41.6 percent) noted that the financial resources of their colleges had been reduced over the last two years; college budgets had been stable for

35.1 percent of the respondents; and a fortunate 23.2 percent of the trustees indicated that the budgets of their colleges had been increased during the last two years.

An overwhelming majority (90.4 percent) of the trustees who responded indicated that they had good working relationships with the chief executive officers (CEOs) of their colleges, while 8.1 percent of the trustees described their relationship with the college CEO as satisfactory.

Another college-related item concerned trustee knowledge of basic information about their colleges and boards (e.g., length of CEO tenure, number of board members, type of internal board committees). When information provided by trustees was compared with information acquired from the college, it was found that information supplied by 44.2 percent of the trustees was complete and accurate. Another 41 percent of the trustees were relatively well-informed, in that only minor pieces of information were missing or inaccurate, but much basic information about the college and board was missing or inaccurate on the surveys of 14.8 percent of the trustees who responded.

TABLE 1
Profile of Local Community College Trustees:
Characteristics and Perceptions of Trustees

Characteristic	Frequency	Percentage
Gender (N=522)		
Male	371	71.1
Female	151	28.9
Age (N=522)		
Under 40 years old	71	13.5
40 - 49 years old	112	21.5
50 - 59 years old	171	32.8
Over 60 years old	168	32.2
Ethnic background (N=521)		
American Indian	4	.8
Asian American	6	1.1
Black	36	6.9
Caucasian	470	90.0
Hispanic	5	1.0
Highest educational level (N=521)		
Some high school	5	1.0
High school graduation	31	6.0
Some college	65	12.5
Two-year college degree/certificate	41	7.9
Bachelor's degree	102	19.6
Some post-graduate work	80	15.4
Master's degree	104	20.0
Doctoral or professional degree	93	17.9

TABLE 1 (Continued)

Characteristic	Frequency	Percentage
Occupation (N=518)		
Sales, service, office worker	43	8.3
Farmer, ranch manager	31	6.0
Manager in business/industry	104	20.0
Homemaker	15	2.9
Professional (e.g., educator, engineer, lawyer)	212	40.7
Skilled laborer or craftsperson	7	1.3
Public sector/government worker	26	5.0
Media fields (TV, newspaper)	5	1.0
Retired	75	14.4
Profession (N=521)		
Not a professional	259	49.7
Educator	104	20.0
Engineer	12	2.3
Lawyer or judge	47	9.0
Member of the clergy	4	.8
Life or physical scientist	8	1.5
Social worker or psychologist	8	1.5
Banker or finance manager	46	8.8
Physician or health practitioner	31	6.0
Annual family income in 1986 (N=507)		
Under $25,000	39	7.7
$25,000 - $34,999	71	14.0
$35,000 - $44,999	61	12.0
$45,000 - $54,999	71	14.0
$55,000 - $64,999	74	14.6
$65,000 - $74,999	41	8.1
$75,000 - $84,999	31	6.1
$85,000 or more	119	23.5
Tenure on board of trustees (N=522)		
One year or less	44	8.4
2 - 5 years	212	40.6
6 - 10 years	139	26.6
11 - 15 years	68	13.0
More than 16 years	59	11.3
Community college attendance (N=522)		
No attendance	142	27.2
Family members only	162	31.0
Self only	47	9.0
Self and family members	171	32.8

TABLE 1 (Continued)

Characteristic	Frequency	Percentage
Corporate experience (N=522)		
None	251	48.1
On 1 or 2 corporate boards	162	31.0
On 3 - 5 corporate boards	85	16.2
On 6 or more corporate boards	24	4.7
Experience in public office (N=522)		
Yes	282	54.0
No	240	46.0
Interest in elective office (N=522)		
None	347	66.5
Yes, at municipal level	60	11.5
Yes, at county level	58	11.1
Yes, at state level	46	8.8
Yes, at federal level	11	2.1
Political preference (N=520)		
Quite conservative	26	5.7
Conservative	141	30.9
Moderate	230	50.3
Liberal	51	11.2
Quite liberal	7	1.5
Depends on the issue		(12.5)
College budget condition (N=521)		
Greatly reduced	46	8.8
Somewhat reduced	171	32.8
Stable	183	35.1
Somewhat increased	110	21.1
Greatly increased	11	2.1
Working relationship with CEO (N=518)		
Very good	390	75.3
Good	78	15.1
Satisfactory	42	8.1
Poor	4	.8
Very poor	4	.8
Knowledge of college/board information (N=520)		
All accurate information	230	44.2
Minor information missing or inaccurate	213	41.0
Much information missing or inaccurate	73	14.0
Most information missing or inaccurate	4	.8

The last college-related item concerned factors that contribute to a good board-CEO working relationship. Six factors were listed on the survey questionnaire, and trustees were asked to check the three factors they thought were most important. Table 2 shows trustee perceptions of the relative importance of the six factors. Trustees thought that two factors were most important: 92.5 percent checked open communication between CEO and board members; and 81 percent chose mutual respect and confidence. Many trustees also indicated that clear recommendations from the CEO (46 percent), no surprises at board meetings (41.3 percent), and early board involvement in policymaking (40.2 percent) influenced board-CEO relationships. Several trustees suggested, in the "other" category, that board members and CEOs should agree on college goals and understand the difference between the policy role of trustees and the administrative role of CEOs.

TABLE 2
Importance of Factors in Board/CEO Relationship: Perceptions of Local Trustees

Factor	Frequency	Percentage
Open communication between board and CEO	481	92.5
Mutual respect and confidence	421	81.0
Clear recommendations from CEO	239	46.0
No surprises at board meetings	215	41.3
Early board involvement in policy making	209	40.2
Stable or increased financial resources	55	10.6
Other factors	18	3.5

Characteristics of Colleges and Boards in the National Survey

Members of 90 boards of trustees participated in the national survey, and Table 3 includes college and board characteristics. College enrollment data were obtained from the *1986 AACJC Directory*. Other information provided in this section was obtained from trustees who responded to the survey and staff members at individual colleges.

The boards of small, mid-sized, and large colleges were involved in the national survey. College enrollment was defined as the number of full- and part-time students enrolled in credit courses during Fall '85 semester. Enrollment among the 90 colleges ranged from a low of 532 students in a North Carolina college to a high of 28,658 students in a California community college district. Small colleges with enrollments of less than 2,000 students represented 26.7 percent of the group; the majority of the colleges were mid-sized (52.2 percent), with an enrollment of 2,000 to 8,000 students; and 21.1 percent of the colleges had enrollments of more than 8,000 students. The total group included 12 large, multi-campus districts; the average college size, however, was approximately 5,000 students.

Length of tenure of the CEOs of the 90 colleges varied considerably. Sixteen CEOs had served as president/chancellor of the college in the study for one year or less, while ten CEOs (11 percent) had served for over 16 years. It is very likely that these

long-tenure CEOs were the founding presidents of their institutions, since most community colleges were formed by early in the 1970s. The largest percentage of CEOs (35.6 percent) had provided leadership to colleges in the study for 2-5 years. Average length of tenure among the 90 CEOs was 7.5 years.

The size of the 90 boards in the study also varied. More than half of the boards (54.4 percent) had 5-7 members; 41.1 percent had 8-12 members; and 4.5 percent had 13 or more members. The average board size was 8.3 members, and most boards were comprised of 5-14 members. The board of a Mississippi college, with 30 members, was the largest in the group. This college provides educational services to residents of five counties, and six representatives from each county serve on the college's board of trustees.

Most of the boards (68.9 percent) met regularly once a month. Some boards (14.5 percent) met every two or three months, and a small number of boards (7.8 percent) met twice a month. Boards that met most frequently were likely to be located in California.

Internal subcommittees were not found in 41.1 percent of the boards in the group. The majority of the boards that did use a committee structure had from 1-5 internal working committees.

The following committees were noted most frequently: budget/finance (94 percent of the 53 boards that used committees), buildings/grounds (68 percent), personnel (60 percent), and educational/curriculum (49 percent). Ten boards (19 percent) had legislative affairs committees; in addition, members of several boards that did not have internal legislative committees noted that they worked actively with statewide trustee associations, with the objective of establishing strong linkages with state legislators.

The most frequent form of compensation for trustee service was reimbursement for travel expenses incurred while attending regular board meetings and special board-related activities (42.2 percent). Trustees on many boards, however, did not receive any form of compensation (40.4 percent). Members of several boards (6.7 percent) received travel expenses and a stipend for each board meeting, and members of several boards in California and Michigan noted that they were eligible for medical insurance sponsored by their colleges.

Differences in Trustee Characteristics: 1978 and 1987

When characteristics of current local community college trustees were compared to data from a previous study by M.J. Thompson published in 1979, the two groups were similar in some respects. For example, a greater percentage of elected trustees responded to both surveys. In the 1978 study, 75 percent of the elected trustees and 67 percent of the appointed trustees responded, while 78 percent of the elected trustees and 68 percent of the appointed trustees participated in the current study. In both studies, elected trustees had been board members for more years than appointed trustees. Boards met, then and now, from 6-12 times a year. Sixty percent of the trustees surveyed in 1978 had held a public office other than board membership; 54 percent of the current trustee group had held another public office in the last 15 years.

Differences between the 1978 and 1987 groups of board members did appear, however, in a comparison of trustee gender, ethnicity, age, educational level, and political preferences. Data presented in Table 4 illustrate several shifts in the composition of local community college boards during the last ten years.

TABLE 3
Profile of Local Community College Trustees: Characteristics of 90 Colleges and Boards

Characteristic	Frequency	Percentage
College enrollment		
Under 2,000 students	24	26.7
2,000 - 7,999 students	47	52.2
8,000 - 14,999 students	11	12.2
15,000 or more students	8	8.9
Tenure of college CEO		
One year or less	16	17.8
2 - 5 years	32	35.6
6 - 10 years	14	15.5
11 - 15 years	18	19.9
16 or more years	10	11.0
Size of board		
5 - 7 members	49	54.4
8 - 12 members	37	41.1
13 or more members	4	4.5
Number of regular board meetings/year		
4 meetings	8	8.9
6 meetings	5	5.6
10 meetings	3	3.3
11 meetings	5	5.6
12 meetings	62	68.9
24 meetings	7	7.8
Number of internal board committees		
None	37	41.1
1 - 2 committees	10	11.1
3 - 5 committees	34	37.8
6 or more committees	9	10.0
Type of trustee compensation		
No compensation	40	40.4
Travel expenses only	38	42.2
Per meeting stipend only	3	3.3
Travel expenses & meeting stipend	6	6.7

It is interesting to note that the overall percentage of men and women in the two trustee groups had not changed over the last ten years: men comprised 72 percent of the 1978 group and 71 percent of the 1987 group. Dramatic differences were found, however, in the percentage of elected and appointed women in the two studies. In 1978, the appointed group had almost twice as many women as the elected group (36.8 percent versus 18.9 percent); in 1987, an almost identical percentage of women were in the appointed and elected groups (29.5 percent and 28.3 percent). In 1987, more

women had been elected to community college boards, and less women had been appointed to boards by state or local public officials.

Members of minority groups accounted for a small percentage of the trustees in both studies: 7.2 percent of the 1978 group and 9.9 percent of the 1987 group were Black, Hispanic, American Indian, or Asian-American. The small increase in minority membership on current boards of trustees represents an actual gain of about five members. About the same percentage of minority trustees had been appointed to their boards in 1978 and in 1987 (10 percent and 10.9 percent). However, the number of elected minority trustees in the 1987 group (8.9 percent) was double the number of elected minority trustees in 1978 (4.4 percent). The difference between the two groups of elected minority trustees suggests that several members of minority groups have been successful in elective campaigns for trustee vacancies.

Shifts in the ages of trustees on appointed and elected boards were also found. In 1978, appointed trustees were younger than elected trustees. In 1987, this age pattern was reversed, in that elected trustees were younger than appointed trustees. These data suggest that younger men and women are running for elective boards, and that older men and women are being appointed to college boards.

A comparison of the highest level of education of trustees in the 1978 and 1987 studies indicated that the elected trustees in the current group were generally more highly educated than their appointed colleagues in the current study or either group in the 1978 survey. Examination of the frequency of high school level work and graduate studies in Table 4 illustrates a shift in the educational level among trustees. In 1978, appointed trustees were slightly more educated than elected trustees; in 1987, that pattern was reversed, in that more appointed than elected trustees had acquired only a high school education (9.5 percent versus 3.8 percent), and elected trustees were more likely than appointed trustees to have completed some postgraduate studies (57.8 percent versus 49.2 percent).

Data on the political preferences of appointed and elected trustees in the 1978 and 1987 studies are also included in Table 4. Elected and appointed trustees in both groups were most likely to describe themselves as moderates. In 1978, there were slightly more liberals and less conservatives in the appointed group. Patterns of political preferences were about the same in 1987, except that less elected trustees described themselves as conservative. The political preferences of both of the current groups have shifted somewhat toward the moderate middle.

(See Table 4 on the next page.)

TABLE 4
Comparison of Selected Demographic Characteristics: Appointed and Elected Local Trustees in 1978 and 1987

Characteristic	1978				1987			
	Appointed		Elected		Appointed		Elected	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Gender								
Male	132	63.2	202	81.1	201	70.5	170	71.7
Female	77	36.8	47	18.9	84	29.5	67	28.3
Ethnicity								
Minority	21	10.0	11	4.4	31	10.9	21	8.9
Caucasian	188	90.0	238	95.6	254	89.1	216	91.1
Age								
Under 40	28	13.3	38	15.3	39	13.7	32	13.5
40 - 49	69	32.7	28	21.3	54	18.9	58	24.5
50 - 59	62	29.4	88	35.3	92	32.3	79	33.3
60 or older	52	24.6	70	28.1	100	35.1	68	28.7
Education								
High school	10	4.7	20	8.0	27	9.5	9	3.8
College	117	55.4	133	53.2	117	41.2	91	38.4
Graduate work	84	39.8	97	38.8	140	49.2	137	57.8
Political preference								
Conservative	71	34.1	103	41.4	92	37.4	75	35.5
Moderate	97	46.6	112	45.0	117	47.6	113	53.6
Liberal	40	19.2	34	13.7	35	14.2	23	10.9

Is Our Mission in Question or Just Our Approach?

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What is the community college mission, its role and scope? Has it changed, or is it merely evolving? If you are like me, it hasn't been too long since you were confident that you had a clear understanding of the mission of community colleges. Have recent events shaken your confidence? Well, maybe not, but there are those among us who are asking questions that require a new set of answers.

During the nineteenth century, public colleges and universities were becoming an important part of the nation's system of higher education. Eventually, every state would be represented by publicly supported universities. The Morrill Acts of 1862 and 1890 gave impetus to these institutions, and they became a lower cost alternative to private colleges. (Cohen & Brawer, 1982) Because of their desire to take their agriculture and general extension divisions to the public, they helped pioneer the concept of serving a broader segment of the community. As this service orientation increased, even more subjects and new occupations were introduced into the curriculum. The expanding curriculum brought new people into the system and the new people created the need for new programs.

The turn of the century saw the creation of a new form of higher education, the junior college. Not unlike senior institutions, junior colleges were primarily private in the beginning. (Cohen & Brawer) Private junior colleges were most likely to be found in southern states, while public junior colleges were dominant in the west and midwest. By the 1947-48 academic year, there was a 50-50 split between private and public junior colleges; and by the late 1970's, there were over 1200 two-year institutions, over 1000 of which were publicly supported.

As the junior college movement gained strength, these institutions were strategically placed within the communities they were to serve. (Cohen & Brawer) This neighborhood approach to higher education helped to broaden the appeal of a college education, and therefore, to bring people into the system who would have never considered pursuing a college degree. In many, if not most cases, these new students were from families who had never before had anyone attend an institution of higher education.

Mission

The basic components of the mission of the community college movement remained relatively constant throughout its development. The centerpiece of the mission has been access, as demonstrated through the open door concept. This concept is deeply embedded in the American heritage as the nation has long been committed to equality of opportunity.

From the beginning, a primary focus has been to provide the first two years of a college education with the final goal being a baccalaureate degree. It was suggested as early as the middle nineteenth century by Henry Tappan, president of the University of Michigan from 1825 to 1863, that the first two years of college should be transferred to secondary schools. (Monroe, 1972) William Rainey Harper of the University of Chicago

recommended the establishment of junior colleges as early as 1892. He believed that freshman and sophomore courses were a continuation of the academy or high school and could be more appropriately taught in the junior college. The academic transfer function coupled with open access had the effect of popularizing higher education and at the same time making higher education more democratic.

The occupational-technical function has been a part of the mission of most community colleges from their inception. The relative importance of occupational-technical programs has increased steadily over the past two decades. Several federal programs that began in the 1960's provided much of the impetus. Today, forty to fifty percent of the credit courses in most community colleges are occupational-technical in nature. Although these programs are vital to the mission of the modern college, they are not without problems. Probably the most significant problem is in the area of high tech courses where equipment becomes obsolete rapidly and the cost of replacement can be prohibitive to many institutions.

Continuing education, like occupational-technical programs, has long been a part of the community college mission. Courses offered in this area can be appropriately divided into two categories: those that are akin to credit courses and offer knowledge and skills on a noncredit basis, and those courses that are in the area of personal development. Although both areas can fulfill a legitimate function, it is those personal development courses that are the least understood and have in recent years caused many community college administrators a great deal of grief. The purpose and financing of many of these courses is often misunderstood. A couple of years ago, a course titled "Fun with Jell-O" was discussed in a negative light in the October 16, 1985 edition of *The Chronicle of Higher Education*. But, as Dale Parnell, president of AACJC, pointed out in his letter to the editor in the November 20th, 1985, edition of *The Chronicle*, these are self-supporting, noncredit extension courses that enroll over four million students annually and are a part of our mission to serve the total needs of our community. Unfortunately, it is often assumed, particularly by legislators, that these types of courses are at least partially funded by tax dollars.

Another area that has long been a part of the community college mission is developmental or remedial courses. During the past few years we have seen increased emphasis being placed on these types of courses. How many times have community college leaders said that today's high school graduates do not possess the basic skills needed to complete college level work, only to have legislators say that they are tired of paying several times over to teach students reading, writing and mathematics? The increased demand for these courses seems to have been brought on by the increased participation of "new students" along with the apparent breakdown within the public schools during the 1970's. Society, which has been supportive of the democratic approach of community colleges, has but two basic choices: continue to provide financial support for developmental courses until the masses of high school graduates are properly prepared for college level courses, or disenfranchise a large portion of our population. Without developmental programs, community colleges will no longer be the institution of last resort.

Since the inception of community colleges, these institutions have been undergoing continuing evolution. The foundation has been open access with a desire to become a truly comprehensive institution designed to serve the needs of a specific community while offering a quality education at a very affordable cost. This is and has been a remarkable objective, which for the most part has been achieved. Never one to become complacent or smug, the community college continued to expand its services to students. Counseling, testing and placement,

and services to the handicapped are now an integral part of any self-respecting community college. Most community colleges have made great strides in establishing linkages with business and industry.

During this era of unparalleled growth and development, the leaders of this movement approached their jobs with a near missionary zeal, and the results have been dramatic. Through their efforts, the composition of the student body has changed dramatically (Cohen & Brawer, 1982). Higher education is no longer the sequestered enclave of the upper class where one was educated in order to assume his/her rightful place within the professions. Today, all Americans are participating: the working class, minorities, women, the poor, the academically ill-prepared, the physically handicapped, those confined to prisons, the elderly, and those with leisure time on their hands. No longer is one expected to be a full-time student. Community colleges did more to open the system than did any other institution of higher education.

The Quality Movement

So what, you may ask, is the problem? What are those questions in need of answers? For the most part, they have to do with quality education and our most basic tenet, open access.

Many writers have proclaimed that quality in higher education will be the issue of the 1980's. During the first half of this decade, a number of important reports were released that criticized American higher education. Three of these reports, *Involvement In Learning: Realizing The Potential of American Higher Education, Integrity in the College Curriculum: A Report to the Academic Community,* and *To Reclaim a Legacy,* have generated a great deal of discussion and controversy. Suddenly, higher education leaders are exhibiting a great deal of concern because of their fears that state legislators or politicians may legally mandate higher standards along with testing or assessment of students.

It is now evident that many members of the public believe a conflict exists between the open door concept and the new emphasis on quality. In fact, there are those within the educational community who suggest that it is time to be more selective in our admissions and more restrictive in terms of standards of progress. (Barringer, 1983) The total commitment to equality without sufficient attention being placed on educational content and student performance has led to much of the public's concern. (Bonhan, 1981) During the 1960's and 1970's, many institutions admitted even the most marginally qualified student to degree credit courses as if they were mesmerized by the social utopianism of the times. So much attention was being placed on credentials that many seemed to lose sight of the skills or competencies acquired. (McCabe, 1981) Many students were able to enroll in kindergarten and complete graduate school without being required to meet the educational standards of earlier years.

With the success of the open door concept, community colleges inherited some problems associated with the elementary and secondary school systems. During the 1960's and 1970's, many of the elementary schools were involved with questionable educational experiments. Although these new approaches appeared to offer great hope, they seem to have contributed to the apparent decline in the elementary and secondary schools. During this same period, the public became increasingly aware of the continuous decline in ACT/SAT test scores. The 1983 publication *A Nation At Risk* seemed, for many, to crystalize the need for action. These and other factors led the public to believe that their elementary and secondary schools had become substandard. In reaction to the voters' apparent outrage, state legislators began to reform elementary and secondary schools. Today, much of the attention previously reserved for K through 12 is now being focused on higher education.

Many community colleges like Miami-Dade (FL), Passaic County (NJ), and Essex County (NJ) saw the apparent conflict coming between totally open access and standards, and reacted to it before critics could mobilize. (Richardson, 1983) Most notable are the now widely reported reforms at Miami-Dade. (Schinoff, 1982) After years of study, they developed an integrated student flow model with checkpoints through which students would pass before proceeding on with their education. The student flow model is a four-phase process that includes basic skills testing, extensive advisement and counseling services, flagging students with weak academic records at the end of each semester, and an Advisement Graduation Information System (AGIS) that "electronically realigns students' transcripts by degree requirements rather than by semesters, and checks graduation status taking into account current and future term enrollments." (Schinoff, p. 44) AGIS also helps students planning to transfer to one of Florida's nine public universities and four private institutions in Dade County.

The aforementioned colleges recognized the need to place more emphasis on developing and assessing academic skills and on requiring evidence of progress. There is a large minority student population in each of these institutions. (Richardson, 1983) The minority students have supported those policy changes that place more emphasis on student achievement, even though they may result in a reduction in the total number of participants.

Although some institutions have been diligently seeking ways to improve quality without sacrificing the open door, many have not. The concern that higher education may lose control of its destiny is a real one. One obvious place to start is through regional accreditation associations. The Southern Association of Colleges and Schools has approved sweeping changes aimed at addressing the renewed interest in quality. The Southern Association began the revision process in 1979. Forces leading to the revisions were: (1) accreditation became more important because of increased mobility of the population, and (2) indications of declining quality existed.

The *Criteria for Accreditation* were brought to the College Delegate Assembly in December, 1983, but were not approved. Special committees were assigned, Section III on Institutional Effectiveness was rewritten, and the *Criteria* were adopted in December 1984. Special committees were then assigned to review problem areas, and most of the recommended revisions proposed by these committees were approved during the December 1985 meeting.

The new *Criteria* has a different thrust from the old *Standards of the College Delegate Assembly*. The focus of the *Criteria* is on planning and evaluation, and the emphasis is on institutional research. Institutions accredited by the *Criteria* will be required to demonstrate their effectiveness.

The *Standards* essentially constituted a resource model for assessing quality. Under the *Standards*, it was assumed that a program was good if sufficient resources were directed to it. Under the *Criteria*, the institution will determine what its programs are designed to do, and how that institution will evaluate its programs. Evaluations and outcome assessment then become the foundation for modification in programs.

Other organizations such as the Southern Regional Education Board (SREB) are having a definite impact on the reform movement. In a 1985 SREB publication, *Access to Quality Undergraduate Education*, the first line reads, "There is no question that the quality of undergraduate education is unacceptably low and needs to be raised." The document is offered as a review of the state of undergraduate education and presents a fifteen-point proposal aimed at improving the overall quality of undergraduate education. In order to achieve the proposed goals

of access and quality, the SREB proposes a new covenant be formed among the public, its political representatives, and higher education.

In Texas, the State Legislature has moved from K through 12 reform to the state system of higher education. The 69th Legislature created the Select Committee on Higher Education to complete a comprehensive study of the state college and university system of which community colleges are a part. After almost two years of intense study, the Select Committee reported its findings to the 70th Legislature in the Spring of 1987. Almost all of the Select Committee's recommendations were approved and signed into law. The Texas Higher Education Coordinating Board will assume responsibility for most of the changes. Some of the new legislative changes include: revising institutions' roles and missions, based on performance standards and the state's needs; setting campus enrollment limits at all public higher education institutions, including maximums that populous universities cannot surpass and minimums that universities with low enrollment might have to struggle to maintain; and the development of policies and procedures that will allow the free transferability of lower-division course credit among institutions of higher education.

One bill that relates to the quality issue is HB 2182. It requires entering full-time and part-time freshmen and transfer students with less than 60 hours to take a diagnostic test of basic reading, writing, and math skills beginning no later than Fall 1989. The test would identify the need for remedial work and, in all but exceptional cases, students must pass this exam before they can enroll in any upper-division course that, upon completion, would give them 60 or more semester hours. The test will not, however, be used to determine college admission. In Texas, the Legislature saw a need to become more directly involved in addressing its higher education concerns because of an apparent lack of confidence in existing systems and their ability to act in a timely manner. The same thing is happening in state after state.

Have community colleges lost control of their destiny? No, at least not completely. Although the plethora of statewide commissions, task forces, or interium legislative commissions may produce positive results, were they necessary? If senior institutions and community colleges had followed R.E. Wilson's advice in 1982 and moved more expeditiously and forcefully, the lines of responsibility for resolving the problems of higher education would be much clearer today. (Wilson, 1982) As predicted, others are attempting to take the lead and, therefore, to dictate to higher education what "quality education is, how to measure it, what standards to impose, and worse still, conduct the evaluations and make the final determinations of quality." (Wilson, p. 46) Now is not the time to be defensive, but instead to be responsive. By working through national, regional, and state organizations, and by providing positive and forceful feedback to legislative action groups, community colleges can once again capture the imagination of their constituency. While quality may be the issue of the 1980's, the focus of the community college movement should be on solutions through effective leadership.

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Planned Management: Using Financial Forecasts to Help Prepare for Tomorrow's Challenges

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Trustees and administrators may deal more effectively with tomorrow's crisis decisions and unforeseen opportunities by managing with a plan. Planning to deal with future challenges and potential problems today can help to take the crisis out of governance and management. Planned management should be important to trustees and administrators wishing to maintain their institution's long-term stability and maximize the efficient utilization of scarce resources.

Yet, planned management requires a game plan. Financial forecasting becomes an important tool in the development of such a plan by helping the college to identify future trends, opportunities, and problems; quantify their potential impact on the community college; and then measure the actions needed to activate solutions. Utilizing financial forecasting to help anticipate the future can give direction to solving problems. Additional time to work on a potential problem can also result in the elimination of a crisis before it occurs.

I would like to share the story of one community college that decided to use financial forecasts to better prepare itself for the future.

Four years ago, the trustees and Chancellor of North Harris County College, a rapidly growing community college located in suburban Houston, Texas, conducted a facility utilization self-study with community, faculty, and staff participation that resulted in the development of a major capital expansion plan.

The trustees discovered that for the college to better serve the community, it needed to spend nearly $53 million for capital expansion over the following ten years. In addition to the concern about whether the community would authorize the necessary debt level to finance the improvements, there was a major concern about whether the operational costs related to running a three campus district could be absorbed into the college's operational budget. An additional concern was the downturn of the oil industry and its anticipated effect on the Houston economy. The trustees and their new Chancellor were concerned about the college's then low financial fund balance, or reserves.

Under the direction of the Chancellor, the staff began to analyze its environment for the purpose of both answering the trustees' questions and developing an operational plan to help the college prepare for its future. Today, primarily because of the success of the financial forecasts and the willingness of the trustees to manage its future, the college is in a strong position to meet the challenges of the next decade.

Besides being in the process of constructing its third campus, the college's once nearly nonexistent fund balance has increased steadily until it today remains in excess of 30% of the operating budget. The latter achievement is proving to be extremely important because of the declining local tax base in Houston and the current attempt of the state legislature to reduce funding support. To further prepare for future ongoing facility maintenance needs, the trustees have also committed to fund a

dedicated reserve to be used for major capital repairs and replacement, staff benefit needs, and replacement of minor instructional equipment. Each of the above funding commitments has been made by trustees to serve the needs of the institution and community many decades from today.

The North Harris County College experience of using financial forecasts to better understand the environment, which then resulted in the development of a plan for governance and management, can be better understood by answering four questions.

Question #1: Why Forecast?

The real question becomes whether administrators and trustees are prepared to contend with major emergencies, changes in community demographics, major capital costs, and on-going capital repair and replacement.

Examples of a *major emergency* can include:
- unforeseen changes in enrollments,
- declining tax base,
- shift in government appropriations, or
- a return to "hyper-inflation."

A *change in community demographics* can include:
- social/economic shifts in student population,
- trends in method of tuition payments,
- anticipated student needs (vocational or academic)
- "stop-ins" vs. fast completers,
- older vs. younger students, and
- male vs. female students.

Preparing for *major capital* costs includes determining:
- whether the facility and equipment needs of the institution will be met in the future,
- replacement/expansion needs and cost, and
- the best method of financing the improvements.

Anticipating, and thus scheduling for *on-going capital repair and replacement* includes:
- the timely (scheduled) repair and replacement of instructional equipment, and
- having adequate funds to repair and replace major capital (equipment and facilities).

Financial forecasting helps to quantify potential problems. How much will a solution to an anticipated problem cost? When will the funding be needed? How can the college best prepare for the expense? What can be done today to help minimize the expense, or delay the problem until the college has adequately prepared for the contingency? Anticipating what could go wrong, or what may be needed in the future, is the first step trustees need to take for effective planned management. Financial forecasting is necessary for determining the resources needed to make a plan work.

The next question to be asked by an institution's leadership should be:

Question #2: How Can I Better Anticipate and Then Plan for the Future?

There are numerous models that can be used for analyzing a college environment. Extension of present conditions into the future is the basis of forecasting. The more common planning models focus on fund balance projections, demographic analysis, cost analysis of existing programs, and capital needs review.

Examples of *fund balance projections* can include:
- net revenue and expenditure ratios,
- total fund balance projections in dollars, and
- fund balance as a percentage of operating budget.

Demographic analysis can include:
- expected Junior High School graduations,
- community growth rate, and
- employment rates and trends.

One of the newest trends, and yet most difficult to implement, is *program cost modeling*. Because of the growing need to efficiently use scarce resources, it is becoming more important to focus the analysis of program cost below the macro, or general institutional level. Micro analysis of department (e.g., Social Science) and program area (e.g., English) is becoming necessary to determine whether institutional commitment includes funding deficit "cost centers." Colleges have traditionally looked at programs to determine if they add to the quality of overall programing at an institution. More and more, trustees and administrators are asking whether the quality of other profitable or more critical instructional programs are being damaged because excessive resources are being drained to support deficit programs.

Capital needs review represents the most visible and commonly understood reason for undertaking financial self-assessment and plan implementation exercises. Trustees can greatly enhance their effectiveness in preparing for the future by asking their administrators to:

- extend current maintenance costs into the future,
- schedule anticipated capital replacement costs (depreciation), and
- from the information identified above, develop funding schedules and commit to establishing DESIGNATED fund balances to meet scheduled needs.

Using financial information to project needs and anticipated solution costs is important to the process of planned management. But how can the theory of financial forecasting be implemented?

Question #3: How Do I Do It?

Using financial forecasting as the basis for providing direction and objective evaluation of needs and related solutions involves three basic steps: the accumulation of relevant data to be used with acceptable indicators, the identification and use of experts to interpret the data, and the effective communication of findings and a plan to be implemented.

Using acceptable financial *indicators* can be both rewarding and overwhelming. Determining which indicators are valuable or not useful is an important first exercise. For instance, data comparing various community colleges can be helpful in identifying differences or trends between institutions, but may not be adequate in describing environmental conditions that cause the discrepancies.

Some of the best financial indicators have been developed by the "Big Eight" accounting firms that have specialized in public fund accounting. Also useful is the National Association of College and University Business Officers (NACUBO) recently released publication, *Financial Self-Assessment: A Workbook for Colleges and Universities* (1987). The workbook is designed to assist colleges wishing to conduct a self-assessment of financial well-being by analyzing ratio trends in the areas of financial resources, fluctuations and trends in annual operating funds, general ability to be flexible when meeting unforeseen events, and general non-financial demographic analysis.

Once the indicators are identified, financial forecasting generally includes:

- review of historical institutional trends,
- establishing acceptable norms by comparing other like colleges or determining what desirable institutional norms should be, and
- connecting the college's missions and goals to the statistical information by asking what should be happening--today and in the future.

The identification and use of *experts* should be an obvious step to help make the analysis of the financial indicators meaningful. Readily available in most community college environments are:

- Board of Trustees

- college staff,
- economic community: Chamber of Commerce, industry (banks, utilities, realtor associations), other agencies (school districts, state and local government agencies or departments), and
- general community participation.

Communicating the findings and recommended plan of action is the final step remaining before implementating a management plan. The one task that educators should find little trouble in completing is the act of conveying where the institution needs to go next. The financial forecast should be used as the starting point for identifying institutional concerns, opportunities, and potential solutions. Whether statistical spreadsheets, ratios, graphs, and/or summarized report formats are used, the purpose remains to identify and support a plan that can be supported using a combination of financial and nonfinancial information. Planned management remains the desired goal.

Question #4: Any Pitfalls To Financial Forecasting?

Like any other management process or trend, using financial forecasts to assist in the planned management process has limitations. Overreliance on the use of statistics, financial or nonfinancial, can result in *inflexible* game plans. Trustees must recognize that long-range plans are a course of action that can be changed when circumstances warrant.

Another problem is when there is too much of a reliance on data without regard to understanding the environment—i.e., *statistical overload.*

Letting the plan get too *confusing* is another pitfall. Keep the financial plan global, general in terms of desired end results.

Important to any program or process is the need to *evaluate.* Reviewing the plan after initiation to determine whether the original assumptions have changed or whether goals have been met is an effective way of validating the accuracy of financial forecasts being used for other plans.

Because of the general economic conditions of the Houston area, North Harris County College is expecting difficult financial times in its near future. However, it is prepared! There has been leadership from the Chancellor and support by the Board of Trustees to "dig in" and spend time understanding the statistical "underbelly" of the college.

This has resulted in the development of several early warning indicators that will help the college deal with unforeseen emergencies in their earliest stages. Fund balance projections, worst case modeling, and effective long-range planning have given the trustees the ability to make positive growth related decisions at a time when normal college conditions in Texas are mandating retrenchment.

Financial forecasts, combined with a thorough understanding of the environment, can help college trustees and administrators become more effective planned management educators by turning potential crisis into opportunities.

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The Cooling Out Function and Its Relationship to Recruitment and Retention in Community Colleges

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Introduction

The major thrust of scholars who have written about the social functions of community colleges centers around the contention of whether these colleges promote the economic and social status quo of society or provide real opportunity for upward social mobility of community college students.

Karabel (1972) and Pincus (1980), for instance, perceive that the opportunities for many students, particularly of lower class and minorities, are merely symbolic. These students, they claim, are encouraged to participate in terminal programs and therefore normally do not continue with their education to receive a bachelor's degree to enhance their social position.

On the other hand, Gleazer (1968), Monroe (1976) and Parnell (1985) view community colleges, with open-door admissions policies, as directly challenging old elite values of higher education. In fact, they state that community colleges have democratized higher education by providing access and real opportunity for disadvantaged students. Parnell, the Chief Executive Officer of the American Association of Community and Junior Colleges (AACJC), insists that 75 percent of our high school students are not interested in receiving a baccalaureate degree, but could still well benefit from vocational technical training which community colleges can provide. Parnell sees the modern day community college as the contemporary version of the land-grant college in which community college curricula join with practical knowledge of the community just as the agricultural and mechanical schools of the 1800's did.

The Cooling Out Function

Burton Clark, in his seminal study, "The Open Door College," portrays community colleges as appropriate mechanisms for upward social mobility based on motivation and ability. If the student cannot succeed s/he will be sorted out. Clark embellished the concept of sorting out in a journal article entitled, "The Cooling Out Function in Higher Education." According to Clark, most overaspiring and underachieving students were rechanneled or cooled out (changed from a program designed to transfer to a four-year program into a vocational or terminal program (designed for two years or less), through counseling, to avoid disappointment in the college system and a feeling of failure within themselves. Clark sees cooling out as a positive reinforcement for students which alleviates individual stress and possible deviant behavior because of perceived failure while protecting the reputation of the institution. This phenomenon is particularly acute for those students Clark labels as latent terminal who enroll in programs designed to provide transfer opportunities after completion of the two-year degree. According to Clark, the student is "...destined to be a terminal student but who does not know it or refuses to recognize this likelihood at the time of entry." (In Olandt, 1986, p. 36)

Several devices have been noted by Clark for managing latent terminal students. The

first step in the process is pre-entrance testing. If the resulting scores are low, students are enrolled in developmental or remedial courses. Additionally, records are kept of students' progress and counseling sessions are conducted. Career awareness and study skills are offered if student problems persist. Finally, the student is placed on academic probation and s/he must maintain a given grade point average to remain in the institution. Each step along the way is designed to encourage latent terminal students to lower their expectations and become terminal degree students before dismissal is inevitable.

The concepts and mechanisms which Clark describes present some helpful knowledge with respect to recruitment and retention when viewed in the present. Although Clark's research was not designed to examine issues of retention and recruitment, his cooling out concept viewed with current data in the context of shrinking dollars for higher education and lower enrollments, is useful. This should become clearer in later sections of this article.

Procedure

The study was completed to determine whether tracking (enrolling students in programs based on income levels) takes place within the community college setting between students interested in transferring to a four-year school and those in a non-transfer program. Tracking occurred if family income for transfer students was higher than that of non-transfer students. The research was also conducted to determine if cooling out or lowering of student expectations, through a change of curriculum major, transpired. The phenomenon was assumed if changes were from more difficult majors to less difficult majors; for example, from an associate in science degree to a certificate program or an associate in applied science program. Students changing to a more difficult major were deemed not to have cooled out.

Records were examined of full-time students who entered the Burlington County College, New Jersey, during the fall of 1982 and were placed on academic probation in December of the same year. Of the full-time enrollment, it was found that 160 students (21.9%) were put on probation. Data was reviewed on these students for a three-year period concluding with the fall term of 1985. Sources of the data ranged from admissions applications, change of major forms and student transcripts, to financial aid forms, interviews, and inactive microfilmed files. Additional information was gathered from meetings of the Academic Standards Committee which hears requests from previously dismissed students who wish to be reinstated into the college.

Presentation of Data

The data showed that the 160 probationary students were similar to the other 572 full-time enrolled freshmen students in terms of high schools attended, town of residence, curriculum choice and ethnic background. Slightly more males than females were placed on probation.

Cross tabulations revealed that 89 transfer students or 80.1% of the 146 reported, showed family income of $18,000 or more while 49 (44.1%) showed $30,000 or over. On the other hand, the career (non-transfer) students had only ten students (28.5%) in the $30,000 and above category and 51.4% with family income at $18,000 or above. Additionally, the non-transfer career-oriented category had 25.7% with family income less than $12,000 while the transfer group reported only 14.4% in that category. To some extent non-transfer students also had lower high school class ranks suggesting further that tracking did take place.

With respect to cooling out, the data revealed that latent terminal students (those on probation) did not cool out (lower their expectations). In fact, only 14 students (8.74%) were cooled out by changing their

major to an easier field of study as recorded on change of major forms. Actually students were more likely to make more difficult changes or a lateral change in major field. Thirteen of the 14 students who did cool out were enrolled in transfer curricula.

TABLE I
Percent of Career and Transfer Oriented Students by Income Category (N=146)

	Career Oriented	Transfer Oriented
No Income	2.9	0.9
$0 - 5,999	5.7	4.5
$6,000 - 11,999	17.1	9.0
$12,000 - 17,999	22.9	5.4
$18,000 - 23,999	11.4	18.0
$24,000 - 29,999	11.4	18.0
$30,000 or more	28.6	44.1

Cooling out was also gauged by noting if probationers undertook less credit hours than a full-time 12 credit load. Totally, 62 students (38.8%) cooled out based on credit hour reduction. Of the total, 48 students were enrolled in the transfer curriculum which suggests that there is substantial cooling out at the college. That cooling out exists is further verified by the fact that the phenomenon takes place in direct response to being placed on probation for either the first, second or third time at the direction of the college academic standards committee. The changes in major field of study and reduction in credit hours suggests that students were adjusting their situation out of frustration due to academic problems.

TABLE II
Percent of Students on Probation Who Changed Major Field of Study by Category (N=160)

Category	% of Students
Cooled out	8.8%
Warmed up	10.6%
Lateral	3.8%
No change	76.9%
TOTAL	100.0%

TABLE III
Cross Tabulation of Probation Students who Changed Field of Study by Merged Curriculum Type

	Career Oriented	Transfer Oriented	Total
Cooled out	1	13	14
Warmed up	9	8	17
Lateral Move	1	5	6
TOTAL	11	26	37

Study Findings

The following findings were confirmed by the study:

1. From the data studied, it appears that there was tracking at the college based on family income. Specifically, students in the non-transfer career oriented curriculum had lower family income than those in the transfer program. Financial aid information also confirmed this finding.

2. Non-transfer career-oriented curriculum programs were dominated by females.

3. Few minorities were found in the study.

4. The mechanisms outlined by Clark (1960a) leading to cooling out were present at the college. They included pre-enrollment counseling, pre-entrance testing, individual and group counseling, special courses, issuing of excess absence notices, and placing students on probation.

5. Students were not cooled out based on curriculum changes to an easier major, but were cooled out based on reducing credit hour load after placement on probation.

6. Less students enrolled in remedial programs than were recommended to do so.

7. Of the 149 students for whom data was available, 73 (48.9%) received excess absence notices.

Recommendations

The following recommendations were presented as a result of the findings presented in this study:

1. The fact that almost 60% of the non-transfer career oriented students were female suggests that females are still enrolling in traditional clerical fields at the college. It was suggested that encouragement should be given to prospective female students to enroll in non-traditional majors particularly in high tech programs. Minority students should also be recruited in light of the findings.

2. Since students did not cool out based on change in major, and as a result dropped out of college, they probably contributed heavily to a 14.5% decline in full-time enrollment from 1983 to 1984 and may be a prime contributor to similar declines through the 1987 school year. Cooling out by reducing credit hour load presents a discrepancy in the findings and would suggest further investigation be conducted to determine whether taking less credit is truly lowering of expectations or a trend in attending classes on a part-time basis.

3. While less students enrolled in remedial programs than were recommended to do so, this was caused in part by a re-testing program in which students could be excused from taking developmental courses if they passed another administered exam. This procedure has now been curtailed. The enrollment dilemma, however, still exists and policies in the remedial program should receive close monitoring to ensure continued enrollment.

4. While the study did not deal with drop-out prevention directly, it is clear that absence has been a significant problem for students on probation. The research confirmed that there are many external forces vying for students' time. Family responsibilities, health, and work pressures all were factors. Dropouts should be surveyed as to why they dropped out, work study programs should be continued and stepped up to encourage student attachment to the institution. Students should be encouraged to participate in on-campus activities and short-term residential experiences should be explored to encourage student integration.

In general, it was recommended that the college review general policy in three major areas, since cooling out is not working smoothly. These included student recruitment and retention, counseling, and curriculum. Specifically, the college should review counseling procedures in an effort to induce students to lower their expectations and remain a vital component of the institution. Courses which students on probation have not passed should be reviewed to see if there are patterns of failure and modification should be initiated to encourage student success rate.

Finally, emphasis should be placed on recruitment of minorities and enrollment of females in non-traditional major fields of study. Special programs should be designed to recruit students with low academic ability who show promise in a particular field of study.

Recent Developments

To encourage more students to attend Burlington County College, a marketing committee was recently established by the institution. Among the more prominent activities which the committee completed was the rental of a motor van used to inform parents and prospective students of the opportunities at the College. The van visited shopping centers, local high school campuses, and county special events. Information about the college and financial aid was distributed.

This summer, members of the college community participated in Operation Out-

reach, a door-to-door recruitment effort, which sent a team to round up non-traditional students from poorer neighborhoods. The effort is designed not only to recruit new students but to keep current students attending the college. The personal touch is used to motivate the prospective student.

The college also conducted a Futures Unlimited Conference to encourage seventh through twelfth-grade girls to enter non-traditional careers. The participants received hands-on experience in engineering, technology, accounting, and other fields with a mathematical emphasis.

In an effort to expand outreach efforts with area high schools, the college trustees have approved a special reduced tuition rate for high school seniors who wish to enroll for college credits. Other ideas are under discussion with high school officials including offering college courses on high school campuses.

In keeping with the emphasis on recruitment and retention the trustees are bucking the national trend of continuing to increase college tuition. The college will not raise fees for the year in order to recruit new students and encourage current students to remain with the college.

Other ideas to increase enrollment and to keep current students are under discussion such as a review of current student attendance policy, reinstatement of a strong intercollegiate athletic program, and exploration of a day care type program. The College is truly dedicated to a recruitment/retention program and this effort seems to be paying off. This fall, enrollment has already increased by five percent.

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